

Message from Robert P. Gittens, Chair Juvenile Justice Advisory Committee

Dear Governor Patrick, State Senators and State Representatives:

It is my pleasure to present to you the 2007 Annual Report of the Juvenile Justice Advisory Committee (JJAC). We appreciate this opportunity to provide you with an overview of the Committee's goals and accomplishments over the past year as well as our recommendations for making improvement in the Massachusetts Juvenile Justice System.

In collaboration with the Executive Office of Public Safety and Security, the Juvenile Justice Advisory Committee is responsible for allocating funds from the United States Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and ensuring compliance with the core requirements of the federal Juvenile Justice and Delinquency Act (JJDPA). In 2007 the JJAC continued to focus on six priority areas. They are: 1) finding alternative funding sources for pre-arraignment detention of juveniles; 2) funding evidence based and innovative programs designed to reduce juvenile crime and youth violence; 3) addressing racial disparities in the juvenile justice system; 4) improving access to juvenile justice data; 5) increasing alternatives to secure detention; and 6) building awareness and understanding of juvenile justice issues in Massachusetts. Consistent with these priorities, in 2007 the JJAC funded programs designed to prevent juvenile delinquency, reduce racial disparities in the juvenile system, provide gender specific programming for juveniles, promote positive youth development and provide alternatives to secure detention. Grant funds were awarded through a competitive process, and the programs that were implemented in 2007 utilized model and innovative strategies geared toward achieving these objectives.

Much of the JJAC's attention in 2007 continued to be focused on the issue of state-wide compliance with the federal Juvenile Justice and Delinquency Prevention Act's requirement that juveniles not be securely detained or confined in adult jails or police lock-ups for more than six hours. The Commonwealth has not provided funding for facilities for arrested juveniles to be held prior to arraignment and, therefore, the JJAC has funded alternative lock-up programs through the use of federal OJJDP grant funds to ensure continued compliance with the six hour rule and to ensure that important federal funding is not jeopardized due to non-compliance. It has been the position of the JJAC that this is not the intended or best use of these federal grant funds. Moreover, reductions in funding for these federal grant programs means that funding the alternative lock-up programs in this way is no longer sustainable and an alternative means of providing secure lock-up facilities for juveniles will have to be identified. We have been working closely with the Executive Office of Public Safety and Security and the Executive Office of Health and Human Services to address this issue and we are hopeful that it will be soon be resolved. However it continues to be the primary concern of the JJAC.

The JJAC continued to engage with key leaders in the juvenile justice system in 2007 to identify opportunities for improving the system and to build awareness of important juvenile justice issues. With the establishment of the new Office of Children's Advocate and the appointment of the first Children's Advocate for the Commonwealth, and with others, we will continue these efforts in the coming year.

The JJAC members are honored to serve on this board and look forward to working with your administration to address the significant juvenile justice issues facing the Commonwealth and to help make our communities safer places to live.

Sincerely,

Robert P. Gittens, JJAC Chair

Massachusetts Juvenile Justice Advisory Committee

Annual Report to the Governor and State Legislature 2007

Table of Contents

| | |
|---|----|
| Message from Robert P. Gittens, Juvenile Justice Advisory Committee Chair | 1 |
| Executive Summary | 5 |
| Members of the Governor's Juvenile Justice Advisory Committee 2007 | 9 |
| Purpose and Background of the Juvenile Justice Advisory Committee | 10 |
| The JJAC's Primary Areas of Focus | 12 |
| 1. To Find Alternative Funding for the Removal of Juveniles from Police Lockups and to Stop Relying on Federal Funds for this Service | 12 |
| 2. To Fund Evidence-Based and Innovative Programs to Reduce Juvenile Crime and Youth Violence | 14 |
| 3. To Address Racial Disparities in the Juvenile Justice System | 16 |
| 4. To Improve Access to Juvenile Justice Data to Inform Policy and Program Decisions | 19 |
| 5. To Improve Access to Alternatives to Secure Detention..... | 21 |
| 6. To Increase Awareness and Understanding of Several Key Issues in Juvenile Justice Policy and Practice Among Elected Officials, Juvenile Justice Decision-Makers, and the General Public | 24 |
| Funding Received from the Office of Juvenile Justice and Delinquency Prevention | 25 |
| Massachusetts Programs Funded in 2007 with Formula and Title V Grant Funds | 27 |
| Massachusetts Programs Funded in 2007 with Juvenile Accountability Block Grant (JABG) Funds .. | 37 |
| Recommendations to the Governor and State Legislature | 38 |
| Appendices | 41 |
| Appendix #1: Youth Development Approach | 42 |
| Appendix #2: Descriptions of Model Programs Supported by JJAC Funding..... | 43 |
| Appendix #3: Data Required by the OJJDP for Compliance with the Disproportionate Minority Contact (DMC) Core Requirement..... | 46 |
| Appendix #4: Juvenile Justice Indicators by City/Town | 47 |
| References..... | 55 |



Executive Summary

JJAC Purpose

The purpose of the Juvenile Justice Advisory Committee (JJAC) is to advise the Governor and the Executive Office of Public Safety and Security (EOPSS) regarding juvenile justice and delinquency prevention efforts and policy issues in Massachusetts. The JJAC is responsible for allocating funds from the United States Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and for maintaining state compliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDPA).

In 2007, JJAC funding priorities and state compliance with the JJDPA were supported by three OJJDP grant programs: 1) JJDPA Formula Grant, 2) Juvenile Accountability Block Grant, and 3) Title V Grant. The JJAC decides how these awards are spent in conjunction with the EOPSS. In 2007, Massachusetts was awarded \$1,141,000 from the JJDPA Formula Grant program, \$775,200 from the Juvenile Accountability Block Grant (JABG) program, and \$75,250 from the Title V Grant program.

In 2007, the OJJDP found Massachusetts to be in compliance with all four core requirements of the JJDPA. The JJDPA core requirements include the following:

1. **Deinstitutionalization of Status Offenders:** A status offender or non-offender cannot be held in secure juvenile detention or correctional facilities.
2. **Separation of Juveniles from Adult Offenders:** Juveniles cannot be detained or confined in a secure institution in which they have sight or sound contact with adult offenders.
3. **Adult Jail and Lockup Removal:** Juveniles cannot be securely detained or confined in adult jails and police lockups for more than six hours.
4. **Disproportionate Minority Contact (DMC):** States are required to address racial disparities in the juvenile justice system.

JJAC Priorities

The JJAC's top priority in 2007 was to find alternative funding sources for pre-arraignment detention. Unfortunately, we did not succeed, and this remains the JJAC's top priority in 2008. The JJAC utilizes approximately \$1.4 million of federal juvenile justice and delinquency prevention funds each year to maintain compliance with the Juvenile Justice and Delinquency Prevention Act (JJDPA) Adult Jail and Lockup Removal core requirement (also known as the "six-hour rule"). The JJAC does this by funding juvenile pre-arraignment secure detention centers, called alternative lockup programs, to remove juveniles from police departments after arrest. This use of dwindling federal funds is not sustainable. Just five years ago, the cost of running the alternative lockup programs was approximately 16% of the total OJJDP federal award to Massachusetts. However, by 2006 and 2007, the cost of running the alternative lockup programs was over 70% of the total OJJDP federal award. A combination of continuing reductions in federal funds and an increase in the cost of running the alternative lockup programs could lead to the JJAC's inability to maintain compliance with the JJDPA. In addition to the lack of sustainability, the JJAC strongly believes that federal funds should be used to implement innovative and evidence-based programs to reduce delinquency and improve the juvenile justice system – not to implement a core service that is a state's responsibility. Most jurisdictions across the United States do not use federal funds for this purpose. The Commonwealth of Massachusetts should support jail removal and pre-arraignment detention programs with its own

budget. In 2007, as in 2006, the JJAC worked diligently on this issue, and it was the focus of many meetings. As it was last year, this is the most urgent matter for the JJAC today.

While the JJAC has other priorities that they feel are extremely important to the youth of Massachusetts, the ALP situation has regrettably sapped time, resources and energy away from them. We fear that in 2008, there will cease to be any funding for anything other than supporting ALPs. However, our other priorities remain important and include the following:

- **Funding evidence-based and innovative programs to reduce juvenile crime and youth violence** → The JJAC promotes a collaborative approach to crime reduction based on a youth development model that engages youth, parents, civic and community organizations, the private sector and government. With the intention to spur innovation, collaboration, and replication toward the goal of reducing juvenile crime and youth violence, the JJAC awards grants to promising programs in high-need communities across the state. In 2007, the JJAC awarded grant funds to various programs and initiatives focused on the following program areas: aftercare/reentry, alternatives to secure detention, delinquency prevention, gender-specific services, disproportionate minority contact reduction, mental health services, school programs, and substance abuse prevention and reduction. Programs were implemented in many high-need communities including Boston, Brockton, Chelsea, Lynn, New Bedford, Revere, Taunton, Southbridge, Springfield, and Worcester. The JJAC awarded approximately \$1 million in Formula Grant funds and over \$225,000 in Title V funds for programs that ran from 10/1/06-9/30/07.
- **Addressing racial disparities in the juvenile justice system** → Racial disparities exist throughout the Massachusetts juvenile justice system, as they do in juvenile justice systems across the nation. In order to reduce racial disparities, the JJAC targets funding toward programs that aim to prevent or reduce minority contact with the juvenile justice system. In 2007, approximately 90% of the youth served in Formula Grant programs were minority, and over half of the youth served by Title V grant funds were minority. The JJAC also continued funding two programs designed specifically to reduce DMC in 2007: 1) Robert F. Kennedy Children's Action Corps Detention Diversion Advocacy Program, which aims to divert minority youth from secure detention into community based services and 2) Juvenile Defense Network of the Committee for Public Counsel Services, which provides training and technical assistance to attorneys who defend juveniles in court. Additionally, the JJAC continued funding the Juvenile Detention Alternatives Initiative, which has proven to reduce DMC in other states.
- **Improving access to juvenile justice data** → Reliable juvenile justice data is important when making decisions about allocating limited grant funds. Tracking racial/ethnic data for youth in the juvenile justice system is also a core requirement of the JJDPA. In 2007, the JJAC continued discussions with agencies that collect juvenile justice data and facilitated discussions on the challenges to collecting data at forums across the state. The JJAC also continued funding the Juvenile Detention Alternatives Initiative (JDAI), which is a data driven collaborative systems change process focused on detention. The JJAC hopes that the JDAI will be a catalyst for data improvement.
- **Increasing alternatives to secure detention** → Alternatives to secure detention are needed for many of the youth caught up in our court system but for whom secure detention is not the most appropriate placement. In 2007, the JJAC continued funding the Juvenile Detention Alternatives Initiative (JDAI) to facilitate a collaborative systems change process designed to reduce the over-

reliance on secure detention for youth awaiting resolution of matters pending before the juvenile court. The JJAC also continued funding the three-year Detention Diversion Advocacy Program (DDAP) to divert youth sent to the Dorchester Juvenile Court from secure detention to community based services while they await resolution of their trials. Finally, the JJAC studied the results of the five Juvenile Detention forums, which were held in 2006 and 2007 to discuss juvenile detention (both pre-arraignment and post-arraignment) across the state. These forums occurred in Brockton (12/6/06), Springfield (12/7/06), Lawrence (2/7/07), Worcester (2/8/07) and Boston (2/9/07). The forum held in Lawrence, Massachusetts, resulted in a sustainable coalition of juvenile justice stakeholders and decision-makers from the northeast communities of Essex and Middlesex Counties.

- **Building awareness and understanding of juvenile justice issues in Massachusetts →** Through the activities listed above, the JJAC hopes to build awareness and understanding of juvenile justice issues in Massachusetts. Additionally, all JJAC meetings are open to the public and interested individuals and groups are welcome to attend.

Recommendations to Governor and State Legislature

1. **The JJAC's primary recommendation to the Governor and State Legislature is to fund secure pre-arraignment detention with state funds. The current system of using federal funds for this service is not sustainable. The current system also consumes a funding source that the JJAC believes would be best used for innovative and evidence-based programs aimed at reducing juvenile crime.**
2. **Encourage the development of alternatives to secure detention available to judges at arraignment.** At forums held across the state in 2006 and 2007, juvenile justice decision-makers and stakeholders acknowledged that while secure detention is a necessary part of the juvenile justice system, it is frequently overused due to lack of access to more appropriate placements for "high-need" children. Alternatives must be made available for children who would be more appropriately served by mental health, substance abuse, or social service programs.
3. **Work with the Juvenile Court and the Office of the Commissioner of Probation to develop a system of reporting race/ethnicity at the OJJDP required decision points.** The OJJDP requires all states to submit data by race/ethnicity at ten key juvenile justice decision points (see Appendix #3). Unfortunately, Massachusetts is unable to submit this required data in its entirety because the data is not collected, compiled, and/or shared with other agencies. This lack of race/ethnicity data leads to two direct consequences. First, while we know that there are racial disparities in the juvenile justice system in Massachusetts, we are unable to conduct further analysis to discover where the disparity is most concentrated and what creates it. This analysis is necessary in order to implement effective programs to reduce disproportionate minority contact with the juvenile justice system. Second, all states receiving JJDPA Formula Grant funds from the OJJDP are required to measure racial disparities in order to receive their full award. This requirement includes submitting juvenile justice data by race/ethnicity for the required decision points. If Massachusetts does not show progress toward measuring DMC, the state may not continue receiving these funds in their entirety.
4. **Require that every police department report the race/ethnicity of the juveniles arrested by their department to the Massachusetts State Police Crime Reporting Unit and that the Crime**

Reporting Unit make this data accessible to other state agencies and researchers. Arrest is frequently the first decision-point in the juvenile justice system, and access to good data here is vital in order to determine how to best target programs for youth. In addition, states are required to measure racial disparities in order to receive Formula Grant funds from the OJJDP (see recommendation #3 above). In order to best measure trends, juvenile arrest data must be collected at a minimum by race and ethnicity (white, black, Asian, other, Hispanic).



Members of the Governor's Juvenile Justice Advisory Committee 2007

During 2007, the Juvenile Justice Advisory Committee was made up of 26 members.

| Name | Affiliation |
|----------------------------|--|
| Robert Gittens, Chair | Vice President, Public Affairs, Northeastern University Office of Government Relations & Community Affairs |
| Cecely Reardon, Vice Chair | Supervising Attorney, Committee for Public Counsel Services, Youth Advocacy Project |
| Tina Adams | Statewide Manager of Juvenile Forensic Services, Massachusetts Dept. of Mental Health |
| Mia Alvarado | Chief of Staff, Massachusetts Department of Social Services |
| Bill Barabino | Private Attorney |
| Christopher Calia | Youth Member, Massachusetts Department of Correction |
| Lael Chester | Executive Director, Citizens for Juvenile Justice |
| Ashley Cote | Youth Member, Student, Northeastern University |
| Wesley Cotter | Chief Operating Officer, Key Program, Inc., Framingham |
| Glenn Daly | Director, Office of Youth Dev., Massachusetts Exec. Office of Health & Human Services |
| Ahmed Danso-Faried | Youth Member, Student, Northeastern University |
| Edward Dolan | Deputy Commissioner, Massachusetts Department of Youth Services |
| Tim Gillespie | Youth Member, Student, Suffolk University |
| Paul Joyce | Superintendent, Boston Police Department |
| Gary Katzmann | Private Citizen |
| Robert Kinscherff | Private Citizen |
| Stephen Limon | Associate Justice, Suffolk County Juvenile Court |
| William Morales | Chief Operations Officer, Youth Enrichment Services |
| Dara Pazooki | Massachusetts Emergency Management Agency |
| Nicole M. St. Pierre | Middlesex District Attorney's Office |
| Karin M. Pipczynski | Youth Member, Student, Northeastern University |
| Marilse Rodriguez-Garcia | Senior Project Manager for Alternative Education, Boston Public Schools |
| Daniel Song | Youth Member, Student, Northeastern University |
| Gloria Y. Tan | Criminal Justice Institute at Harvard Law School |
| Enrico J. Villamaino III | Private Citizen |
| Michael W. Walker | Walker Financial Services, Inc. |



Purpose and Background of the Juvenile Justice Advisory Committee

In an effort to address the sometimes daunting complexities within the juvenile justice system that confront all states, the United States Congress enacted the Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974. The primary purpose of the JJDPA is to offer states guidance and funding in addressing juvenile justice issues. The JJDPA authorizes the formation of State Advisory Groups for each state. The State Advisory Group in Massachusetts is the Juvenile Justice Advisory Committee (JJAC). In 1981, Governor Edward King issued Executive Order No. 204 establishing the JJAC. The JJAC is comprised of 15-33 members appointed by the Governor to advise the Governor and the Executive Office of Public Safety and Security (EOPSS) regarding juvenile justice and delinquency prevention efforts and policy issues in Massachusetts. The JJAC is responsible for allocating funds from the United States Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP), for maintaining state compliance with the JJDPA, and for providing the EOPSS with input in developing a statewide juvenile justice and delinquency prevention plan. JJAC funding priorities and state compliance with the JJDPA were supported by three OJJDP grant programs in 2007: 1) JJDPA Formula Grant, 2) Juvenile Accountability Block Grant and 3) Title V Grant.

In 2002, the JJDPA was reauthorized. The reauthorized JJDPA mandates that states comply with four core requirements in order to receive federal JJDPA Formula Grant funding.¹ The JJAC is involved in reviewing, assuring, and maintaining compliance with these core requirements. The core requirements are:

1. **Deinstitutionalization of Status Offenders:** A status offender (a juvenile who has committed an act that would not be a crime if an adult committed it) or non-offender (such as a dependent or neglected child) cannot be held, with statutory exceptions, in secure juvenile detention or correctional facilities. Status offenders and non-offenders cannot be detained or confined in adult facilities for any length of time.
2. **Separation of Juveniles from Adult Offenders:** Alleged and adjudicated delinquents cannot be detained or confined in a secure institution (such as a jail, lockup, or secure correctional facility) in which they have sight or sound contact with adult offenders.
3. **Adult Jail and Lockup Removal:** As a general rule, juveniles cannot be securely detained or confined in adult jails and police lockups for more than six hours.
4. **Disproportionate Minority Contact (DMC):** States are required to address juvenile delinquency prevention and system improvement efforts designed to reduce the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system.

If a state fails to demonstrate compliance with any of the four core requirements in any year, its JJDPA Formula Grant is subject to a 20% reduction for each requirement for which noncompliance occurs. Without a waiver from the OJJDP Administrator, the state must agree to use 50% of their allocation for the fiscal year in which the penalty takes effect to achieve compliance (Hsia, 2004).

With federal grant money and guided by issues raised in the statewide plan, the JJAC funds and organizes programs, projects, and activities that implement the JJDPA's goals.

¹ In 2007, Massachusetts received \$1,141,000 in JJDPA Formula Grant funding. For more information, see page 25.

The JJAC has also endorsed a positive youth development approach to guide activities and spending related to the committee. The shared youth development vision is, “All Massachusetts youth grow up to be healthy, caring, economically self-sufficient adults.” The goals are:

1. All youth have access to resources that promote optimal physical and mental health.
2. All youth have nurturing relationships with adults and positive relationships with peers.
3. All youth have access to safe places for living, learning and working.
4. All youth have access to educational and economic opportunity.
5. All youth have access to structured activities and opportunity for community service and civic participation.

The youth development vision and goals have been incorporated into application requirements, evaluation of programs and strategic planning.

Much of the work of the JJAC is done in subcommittees. The four main JJAC subcommittees in 2007 were the Compliance Subcommittee, the Disproportionate Minority Contact Subcommittee, the Alternatives to Detention Subcommittee, and the Grants Review Subcommittee. The JJAC also meets bimonthly as a full committee.

Compliance Subcommittee: An active subcommittee whose purpose is to help Massachusetts to comply with the first three JJDPA core requirements (Deinstitutionalization of Status Offenders, Separation of Juveniles from Adult Offenders, and Adult Jail and Lockup Removal). The main focus of this subcommittee in 2007 was to find a better way to comply with the third core requirement, Adult Jail and Lockup Removal.

Disproportionate Minority Contact Subcommittee: Meets monthly to discuss ways to measure and reduce the racial disparities in the juvenile justice system (the fourth JJDPA core requirement). This subcommittee has non-JJAC members as well as JJAC members.

Alternatives to Detention Subcommittee: Meets to discuss the current state of secure detention and to develop alternatives when appropriate. It involves non-JJAC members as well as JJAC members.

Grants Review Subcommittee: Reviews applications for federal funds and makes recommendations to the full JJAC for funding. It involves non-JJAC members as well as JJAC members.



The JJAC's Primary Areas of Focus

The JJAC has six primary areas of focus:

1. To find alternative funding for the removal of juveniles from police lockups (compliance with the third JJDP core requirement) and to stop relying on federal funds for this service.
2. To fund evidence-based and innovative programs to reduce juvenile crime and youth violence.
3. To address racial disparities in the juvenile justice system.
4. To improve access to juvenile justice data to inform policy and program decisions.
5. To improve the alternatives to secure detention.
6. To increase awareness and understanding of several key issues in juvenile justice policy and practice among elected officials, juvenile justice decision-makers, and the general public.

1. TO FIND ALTERNATIVE FUNDING FOR THE REMOVAL OF JUVENILES FROM POLICE LOCKUPS AND TO STOP RELYING ON FEDERAL FUNDS FOR THIS SERVICE

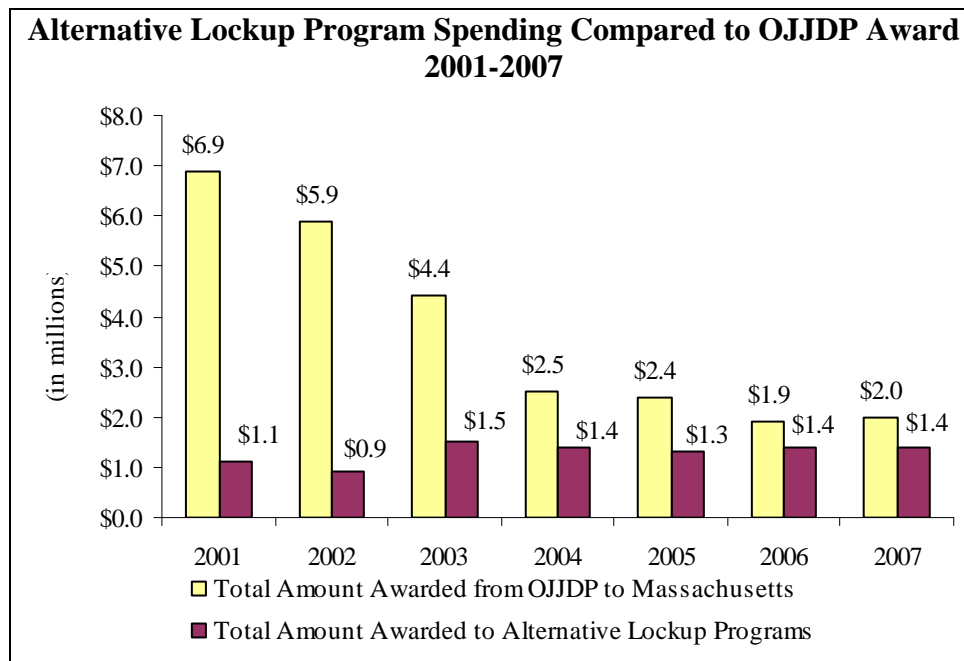
The Problem: In order to successfully comply with the Jail Removal core requirement of the Juvenile Justice and Delinquency Prevention Act (JJDP)² and to keep children who are arrested safe, the Commonwealth of Massachusetts has developed a system of removing individuals under the age of 17 from secure facilities in police departments and placing them in alternative lockup programs (ALPs) (pre-arraignment detention facilities). Non-secure alternative lockup programs are used when a juvenile is charged with a status offense or a minor delinquent offense, and secure alternative lockup programs are used when a juvenile is charged with a more serious delinquent offense. These two programs perform similar functions. However, while the non-secure alternative lockup programs are funded with state funds directly as a separate line item in the Department of Social Services State budget, the secure alternative lockup programs are not funded with state funds. Except for the alternative lockup program in the City of Boston, the Executive Office of Public Safety and Security and the JJAC oversee and fund all secure alternative lockup programs using federal funds received from the OJJDP.

The EOPSS and the JJAC currently spend over \$1.4 million per year of their federal funding from the OJJDP (primarily the Juvenile Accountability Block Grant) to run the secure alternative lockup programs, where over 2,100 juveniles are sent annually. **This use of dwindling federal funds is not sustainable, and the JJAC has been urgently looking for alternatives for the past few years.** Just five years ago, the cost of running the alternative lockup programs was approximately 16% of the total OJJDP federal award to Massachusetts. However, by 2006 and 2007, the cost of running the alternative lockup programs was over 70% of the total OJJDP federal award. The JJAC works hard to fund programs that make a difference in the lives of at-risk youth. However, if current funding trends continue, the only programs the JJAC will be able to fund will be pre-arraignment detention programs. Furthermore, potential future reductions in federal funding could lead to failure to fund the secure alternative lockup programs in their entirety, which will lead to noncompliance with the Jail Removal Core Requirement of the JJDP. The result would be a loss of part of a future JJDP Formula Grant Award.³ In addition, there is concern for youth safety, program quality and cost in the existing secure

² See page 10 for more information on the Juvenile Justice and Delinquency Prevention Act.

³ If a state in any year fails to demonstrate compliance with any of the four core requirements, its Formula Grant for the subsequent fiscal year is reduced by 20% for each requirement for which noncompliance occurs. Without a waiver from the OJJDP Administrator, state must agree to use 50% of their allocations for that fiscal year to achieve compliance (Hsia, 2004).

facilities. While the JJAC would prefer to fully focus its attention, energy and resources on their other five priorities, finding alternative funding for the ALPs has taken over as the number one priority due to the desperate financial situation.



Source: Executive Office of Public Safety and Security, Office of Grants and Research. Total Award from the OJJDP to Massachusetts includes awards made to the Commonwealth of Massachusetts through the Massachusetts Executive Office of Public Safety and Security for the following grant programs: Formula, Challenge, Title V, and JABG. ALP spending does not include the Boston Alternative Lockup Program. Total Amount Awarded to Alternative Lockup Programs is amount awarded (not necessarily spent). 2001 ALP award covers programs that ran 10/1/01-9/30/02; 2002 covers programs that ran 10/1/02-6/30/03; 2003 covers programs that ran 7/1/03-6/30/04; 2004 covers programs that ran 7/1/04-6/30/05; 2005 covers programs that ran 7/1/05-6/30/06; 2006 covers programs that ran 7/1/06-6/30/07; 2007 covers programs that are currently running 7/1/07-6/30/08.

The JJAC's Response: The JJAC Compliance Subcommittee focuses primarily on finding a better way to remove youth from police lockups who are being securely held until arraignment. In 2007 the Compliance Subcommittee and the EOPSS Compliance Monitor provided on-site monitoring visits and technical assistance to secure alternative lockup programs. Additionally, much of the JJAC's time was spent trying to secure state funding for pre-arraignment detention with the hope that adequate state funding will ensure a system that is optimal for the well being of the detained youth. In 2006, the JJAC voted to recommend that the EOPSS request funding in its supplemental budget to fund secure pre-arraignment detention and work with the Department of Youth Services (DYS) through an interdepartmental service agreement to operate ALP services. Through this arrangement, DHS would use its operational capacity to ensure that programming is of high quality for children in custody. This arrangement would also help Massachusetts to remain in compliance with the JJDP. The JJAC has continued to request that funding for the secure ALPs mirror the way non-secure ALPs receive state funding. For approximately twelve years the non-secure ALPs have been a line item in the state Department of Social Services (DSS) budget. Similarly, there should be a line item in the state DHS budget for the secure ALPs. The JJAC has also reached out to the Department of Youth Services to find more permanent solutions. Finally, the JJAC Chair submitted a letter to Governor Patrick advising him on this particular issue. This is an urgent matter for the JJAC and was the focus of many of the full JJAC meetings in 2007, as it was the previous year and continues to be in 2008.

2. TO FUND EVIDENCE-BASED AND INNOVATIVE PROGRAMS TO REDUCE JUVENILE CRIME AND YOUTH VIOLENCE

The Problem: While Massachusetts youth involvement with the juvenile justice system has been decreasing over the past few years, juvenile crime, delinquency, and recidivism remain problems that must be addressed. In 2006, 13,886 youth were sent to Juvenile Court with delinquency complaints (Administrative Office of the Trial Court), 4,623 youth were placed on risk/need probation (Office of the Commissioner of Probation), and 170 youth were indicted as youthful offenders (Administrative Office of the Trial Court). In 2007, there were 4,345 new pre-trial secure detention admissions, 840 youth were committed to the Department of Youth Services (DYS), and there were 1,895 youth in the total DHS committed population (MA Department of Youth Services).

In addition to official juvenile justice statistics, self-reported data from the 2005 Massachusetts Youth Risk Behavior Survey (MA Department of Education, 2007) show that:

- 15% of high school students carried a weapon in the 30 days before the survey was given.
- 29% of high school students were in a physical fight in the year before the survey was given.
- 10% of high school students were part of a gang in the year before the survey was given.
- 10% of high school students experienced violence in a dating relationship.

Research shows that there are many behaviors and experiences that are correlated with juvenile crime and youth violence across the nation. The JJAC and the EOPSS have identified three of these areas as priorities for grant-making: 1) mental health, 2) school exclusions, school dropouts, and school failure, and 3) substance abuse. In addition, the JJAC and the EOPSS are concerned with the increase in girls' involvement in the juvenile justice system.

Mental Health Disorders: Most juvenile justice professionals agree that youth in juvenile justice systems experience higher rates of mental health disorders than youth in the general population (Cocozza & Skowrya, 2000). Mental disorders that go untreated can yield emotional impairment, and emotionally impaired youth are at risk for adverse reactions to confinement, which can erode a juvenile offender's ability to participate in any programming that may be available to address his needs (Wasserman, Ko & McReynolds, 2004). Over the past ten years in Massachusetts, there have been between 4,088 and 5,298 yearly mental health hospitalizations of young people ages 19 and under in the general population.⁴

School Exclusions, School Dropouts, and School Failure: During the 2006-07 school year, 11,145 students in grades nine through twelve dropped out of Massachusetts public school (Massachusetts Department of Education, 2008). Also during the 2006-07 school year, there were over 50,000 out of school suspensions in Massachusetts public schools (2008).

Youth Substance Abuse: Data from the 2005 Massachusetts Youth Risk Behavior Survey (MYRBS) reveal that 76% of high school students in Massachusetts report drinking alcohol and almost half report using marijuana at some point in their lives. Further MYRBS data show that 30% of high school students reported being sold, offered, or given an illegal drug on school property. Additionally, 7% of students reported using ecstasy, 8% reported using cocaine, 4% reported using methamphetamines, 4% reported using steroids without a doctor's prescription, and 2% reported using heroin at least once in their lifetimes. Finally, a JJAC survey administered to 300 at-risk, court-involved and DHS-

⁴ From 1996-2005. Massachusetts Department of Public Health, MassCHIP

involved youth across Massachusetts in 2005 revealed that the majority of these at-risk youth felt that “Drugs/Alcohol” was one of the biggest challenges facing youth in their neighborhood.⁵

The JJAC’s Response: The JJAC recognizes that no one entity can impact juvenile crime rates by working alone. The JJAC promotes a collaborative approach to crime reduction based on a youth development model that engages youth, parents, civic and community organizations, the private sector and government. With the intention to spur innovation, collaboration and replication toward the goal of reducing juvenile crime and youth violence, the JJAC awards grants to promising programs in high-need communities across the state. In 2007, funding for evidence-based and innovative programs to reduce juvenile crime and youth violence came from two federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) grant programs: 1) JJDP Formula Grant and 2) Title V Grant. The JJAC awarded \$995,000 in Formula Grant funds and over \$225,000 in Title V funds for programs that ran from October 1, 2006 until September 30, 2007.⁶ Programs and initiatives focused on aftercare/reentry, alternatives to



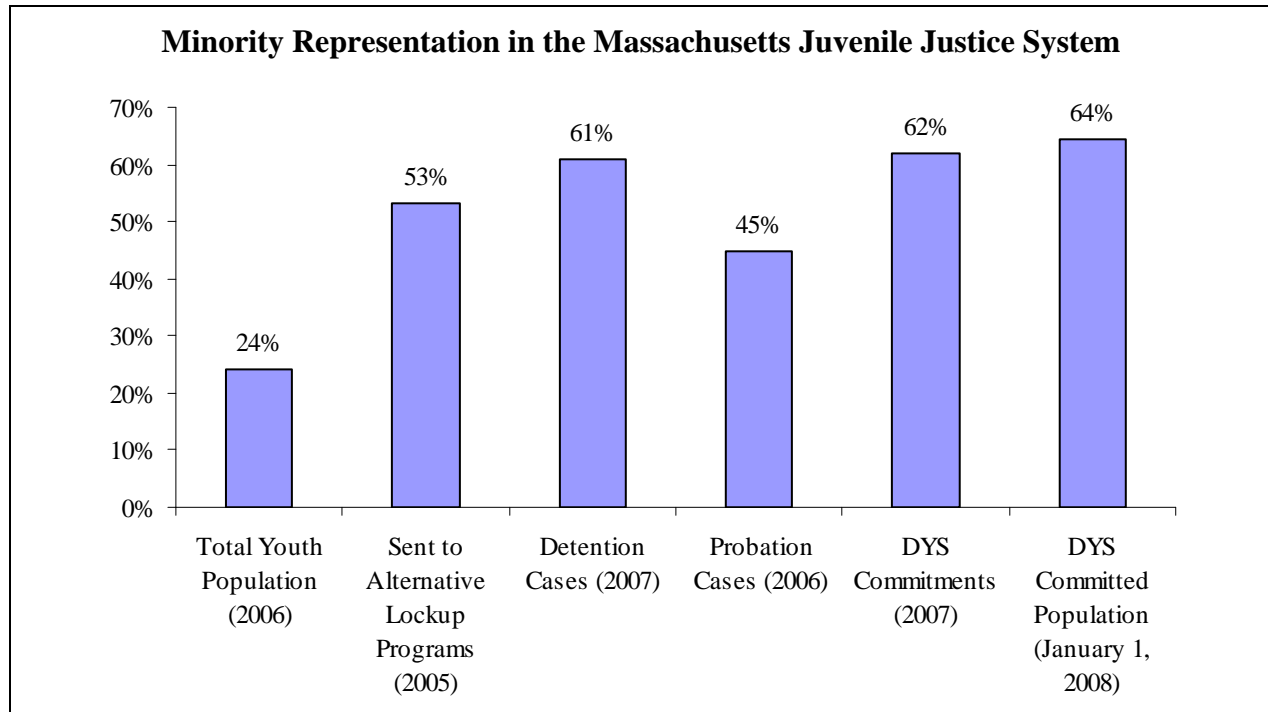
secure detention, delinquency prevention, gender-specific services, disproportionate minority contact (DMC) reduction, mental health services, school programs, and substance abuse prevention and reduction. All programs were required to address disproportionate minority contact (DMC) and utilize a youth development approach. Most of the funded programs targeted Massachusetts cities with the highest DYS detention and commitment rates such as Boston, Brockton, Chelsea, Lynn, New Bedford, Taunton, Southbridge, Springfield, and Worcester (see pages 27-36 for program descriptions).

⁵ The survey was administered to 300 at-risk, court-involved and DYS-involved youth across Massachusetts in 2005. One of the survey questions was “What do you think is the biggest challenge facing kids in your neighborhood today?” Youth were instructed to choose one to three of the twelve options provided (or to write in another option). The number one answer was “Drugs/Alcohol,” with 60% of the youth indicating that was one of the biggest challenges. The second most popular answer was “getting in trouble at school,” which 42% of the sample chose as one of the biggest challenges.

⁶ Some programs had extensions which resulted in varying program periods.

3. TO ADDRESS RACIAL DISPARITIES IN THE JUVENILE JUSTICE SYSTEM

The Problem: There are racial disparities in the Massachusetts juvenile justice system, a problem that is not unique to our state. In fact, all states in the nation are required by the Juvenile Justice and Delinquency Prevention Act to address these disparities, called disproportionate minority contact (DMC). Recent data show that while minority youth accounted for only 24% of the juvenile population in Massachusetts (2006), they made up approximately 53% of the juveniles sent to alternative lockup programs (2005), 61% of the secure detention placements (2007), 45% of the probation placements (2006), 62% of the DYS commitments (2007), and 64% of the total DYS committed population (on January 1, 2008).



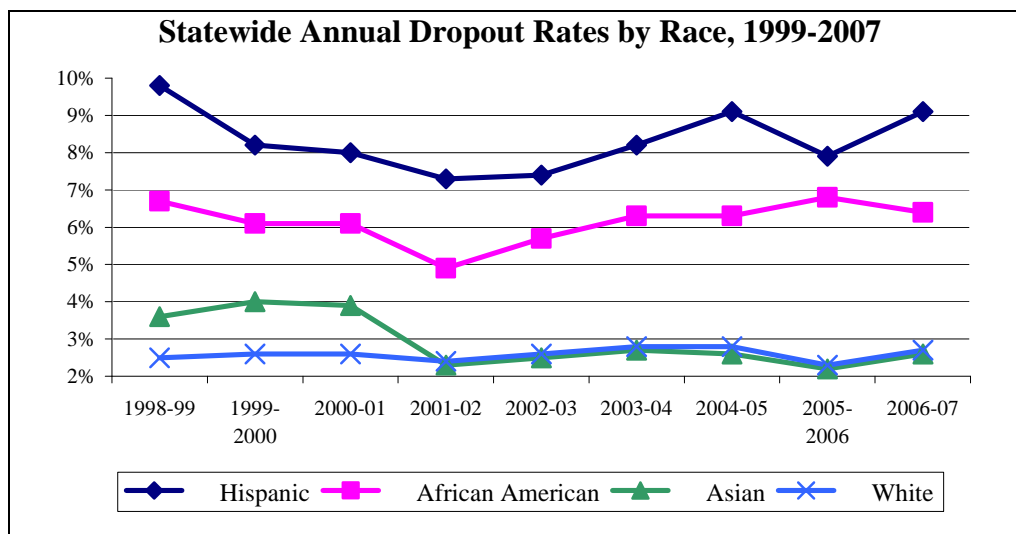
Sources: Puzanzchera, C., Finnegan, T. and Kang, W. (2007). "Easy Access to Juvenile Populations" Online. Available: <http://www.ojjdp.ncjrs.gov/ojstatbb/ezapop/>; Department of Youth Services, 2008; Executive Office of Public Safety, Programs Division, 2008; Boston Overnight Lockup, 2008. "Detention Cases" and "DYS Commitments" include juveniles who were previously committed to DYS. Chart compiled by the Executive Office of Public Safety & Security, Office of Grants and Research.

Minority youth in Massachusetts are also at greater risk than white youth in a number of other areas. For example, minority youth are overrepresented in the populations of youth who dropout of school (MA Department of Education, 2008), are excluded from school (2008), get pregnant (MA Department of Public Health, 2004), are placed in foster care (2004), and are living below the federal poverty income level (National Center for Children in Poverty, 2008).⁷ While minority youth make up 24% of the youth population (2006), they made up 49% of the public school dropouts (2007), and 51% of the children in foster care (2004). Additionally, while only 18% of white Massachusetts children under age 18 are low income, 53% of black children under age 18 and 69% of Hispanic children in Massachusetts are low income (National Center for Children in Poverty, 2008).

The causes of racial disparities in the juvenile justice system are complex and most likely results from a variety of factors. In the 1990s, the EOPSS commissioned three reports on DMC, which concluded

⁷ Families and children are defined as low-income if the family income is less than twice the federal poverty threshold. The poverty threshold for a family of four with two children was \$21,200 in 2008, \$20,650 in 2007, and \$20,000 in 2006.

that racial disparities were found throughout the juvenile justice system in Massachusetts. However, the studies did not conclude that the juvenile justice system operated in a biased manner toward minority youth.



Data Source: Massachusetts Department of Education (2008). Chart compiled by the Executive Office of Public Safety & Security, Office of Grants and Research.

Massachusetts needs a better data collection system and more research to gain a better understanding of the causes of DMC. Currently, important court level decisions are not collected by race and ethnicity (such as complaint filed, youth diverted, youth arraigned, youth indicted as youthful offenders, etc.) and arrest data is incomplete and difficult to access and interpret.⁸ This data is not only necessary for better understanding of DMC, but it is also a requirement of the Department of Justice's Office of Juvenile Justice and Delinquency Prevention that this data is collected and analyzed (US Department of Justice, 2006). So not only is DMC a problem, but the fact that Massachusetts is unable to measure the extent of DMC as required by the JJDP Act leads to two significant disadvantages. First, a lack of appropriate data by race/ethnicity prevents us from evaluating the effectiveness of programs we fund to reduce DMC. Second, the lack of race/ethnicity data puts the Commonwealth at risk of losing JJDP Act Formula Grant Funds.⁹

⁸ Arrest reporting data is incomplete and difficult to access. Crime reporting is voluntary in Massachusetts (Massachusetts State Police, 2002) and not all jurisdictions report their data to the Crime Reporting Unit of the Massachusetts State Police. Because of this, it is difficult to look at absolute numbers of arrests from year to year since the number of jurisdictions reporting is inconsistent. Also, not all jurisdictions report whether the arrestee is Hispanic. Hispanic youth are the largest minority group in Massachusetts and are overrepresented in the juvenile justice system. Finally, it is often difficult to access data once it is sent to the Crime Reporting Unit due to low staffing levels able to respond to the many requests.

⁹ See page 10 for more information about the Juvenile Justice and Delinquency Prevention Act.

The JJAC's Response: The JJAC's most active subcommittee is the DMC Subcommittee. The Executive Office of Public Safety and Security also employs a full-time DMC Reduction Specialist.¹⁰ The main DMC reduction goals for 2007 were the following: to fund projects aimed at reducing DMC; to educate the public and juvenile justice stakeholders and decision-makers about DMC; to improve the identification, assessment monitoring and evaluation of DMC; and to improve systems analysis and change. The subcommittee made progress toward its goals. Some examples of accomplishments in 2007 are:

- Continued funding two projects designed specifically to reduce DMC: 1) Robert F. Kennedy Children's Action Corps Detention Diversion Advocacy Program and 2) Juvenile Defense Network of the Committee for Public Counsel Services (see descriptions on pages 34 and 36).
- Continued funding the Juvenile Detention Alternatives Initiative to facilitate a collaborative systems change process designed to reduce the over-reliance on secure detention for youth awaiting resolution of matters pending before the juvenile court (see description on page 36).
- Targeted Formula and Title V grant funds toward prevention, intervention and aftercare programs aimed at reducing minority contact with the juvenile justice system.
 - Funded 18 youth-serving programs with Formula and Title V Grant funds (ran October 1, 2006-September 30, 2007), which served approximately 3,000 youth.
 - 90% of the youth served in Formula Grant programs were minority (42% black, 24% Hispanic, 4% Asian, 19% other). Over half of the youth served by Title V grant funds were minority.
- Met with the Juvenile Court and Probation to discuss the need for data collection by race/ethnicity.
- Two funded programs were selected to present their projects at the OJJDP annual DMC conference held in Denver, Colorado in October 2007 (Juvenile Defense Network run by the Committee for Public Counsel Services and the Cambodian Youth Reentry project run by Straight Ahead Ministries and the Children's Law Center of Massachusetts).



¹⁰ Funded with JJDP Formula Grant funds.

4. TO IMPROVE ACCESS TO JUVENILE JUSTICE DATA TO INFORM POLICY AND PROGRAM DECISIONS

The Problem: The JJAC does not have access to complete and/or consistent data related to juvenile issues. While data is frequently collected locally, it is then sent to a central location where its dissemination is centrally controlled. While some information is easily obtained such as risk/need probation placements, DYS detentions, and DYS commitments, other information has proved to be more difficult to acquire. This leads to many disadvantages including difficulties in determining need, challenges in measuring program effectiveness, and risk of losing federal funding due to noncompliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDPA). Data collection has been a difficult issue to tackle over the past years including 2007. There are five primary data challenges in Massachusetts:

1. Arrest reporting data is incomplete and difficult to access. Crime reporting is voluntary in Massachusetts (Massachusetts State Police, 2002) and not all jurisdictions report their data to the Crime Reporting Unit of the Massachusetts State Police. Because of this, it is difficult to look at absolute numbers of arrests from year to year since the number of jurisdictions reporting is inconsistent.
2. Not all police jurisdictions report whether the arrestee is Hispanic. Hispanic youth are the largest youth minority group in Massachusetts and are overrepresented in the juvenile justice system, thus this information is important for any analysis of race/ethnicity.
3. It is often difficult to access arrest data once it is sent to the Crime Reporting Unit due to low staffing levels able to respond to the many requests.
4. Tracking individual cases throughout the system is very difficult. In Massachusetts, there is no integrated system for tracking individual juveniles across agencies, and most of the data systems do not “talk to each other” or interface. This greatly limits the types of analyses that can be performed and limits our understanding of how youth move through the juvenile justice system in the state.
5. Race/Ethnicity data is difficult to report, collect and interpret. Different agencies have different reporting mechanisms, and some agencies have unverified race/ethnicity data, which they choose not to share with researchers or other agencies. Race/ethnicity continues to be a sensitive topic, and data collection efforts are challenging.

| Decision Points for which the federal Office of Juvenile Justice & Delinquency Prevention (OJJDP) Requires States to Submit Race/Ethnicity Data | Race/Ethnicity Available for at Least One County in Massachusetts | Race/Ethnicity Available for All Counties in Massachusetts | Race/Ethnicity Available Statewide |
|---|---|--|------------------------------------|
| Arrests | No | No | No |
| Refer to Juvenile Court (Complaint Filed) | No | No | No |
| Cases Diverted | Yes | No | No |
| Cases Involving Secure Detention | Yes | Yes | Yes |
| Cases Petitioned (Charge Filed, Arraignment) | No | No | No |
| Cases Resulting in Delinquent Findings* | Yes* | Yes* | Yes* |
| Cases resulting in Probation Placement | Yes | Yes | Yes |
| Cases Resulting in Confinement in Secure Juvenile Correctional Facilities** | Yes** | Yes** | Yes** |
| Cases Transferred to Adult Court*** | Yes*** | No | No |

* “Cases Resulting in Delinquent Findings” is estimated using the sum of the cases resulting in risk/need probation placement and the cases resulting in confinement in secure juvenile correctional facilities (commitment to DYS).

** “Cases Resulting in Confinement in Secure Juvenile Correctional Facilities” is defined in Massachusetts as commitment to the Department of Youth Services (DYS) since almost all youth committed to DYS spend at least some time being held securely after adjudication.

*** Massachusetts has no transfer statute. “Cases Transferred to Adult Court” is defined as individuals indicted as youthful offenders. While this is not the same as “transferred to adult court” is essentially the “next level” of system involvement.

There are many problems that this lack of data creates, including the following:

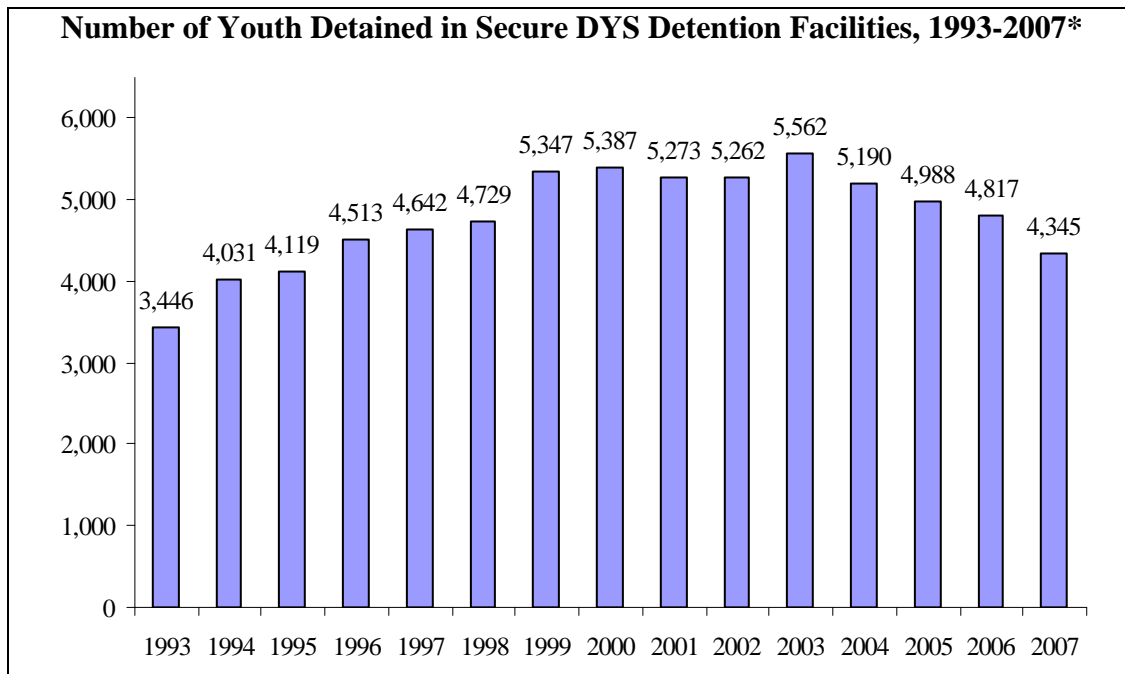
- In order to receive the full JJDP Formula Grant award, states are required to address disproportionate minority contact (DMC) in their juvenile justice systems. Part of DMC compliance includes submitting the numbers of youth by race at each decision-point in the juvenile justice system (see chart in Appendix #3) (US Department of Justice, 2006). For the last few years, Massachusetts has submitted incomplete data. The JJAC and the EOPSS have been unable to get the required race data for the decision-points involving arrest and the courts.
- In addition to identifying where DMC exists, states also must assess why minority youth are overrepresented at these points (DMC Assessment Phase) in order to maintain compliance with the JJDP (US Department of Justice, 2006).
- The lack of access to juvenile justice data makes it challenging to identify problems and design appropriate strategies to address them. For example, the lack of data by race/ethnicity impedes efforts to reduce DMC. According to the OJJDP, states are supposed to first measure DMC, then assess why it is occurring, then implement programs to reduce it, then measure the impact (US Department of Justice, August 2006). Unfortunately, Massachusetts is currently unable to do this, and instead targets DMC reduction programs by using its best judgment, lessons from other states, and incomplete data.
- Lack of data makes measuring the effectiveness of DMC reduction programs nearly impossible. For example, not knowing the racial makeup of the youth being arraigned prevents us from determining the levels of racial disparity at the detention placement decision-point and how the levels change when a program is implemented. Knowing the numbers of youth being sent to Juvenile Court by race/ethnicity is vital to measuring changes in DMC.

The JJAC's Response: JJAC accomplishments toward this area of focus are as follows:

- The JJAC continued to provide Formula Grant funding to the Massachusetts Department of Youth Services (DYS) to implement a replication of the Juvenile Detention Alternatives Initiative (JDAI). A large component of this initiative is to make data-driven change. The JDAI Data Subcommittee has met eight times. The JJAC hopes that the JDAI will be a catalyst for data improvement.
- The JJAC chair and vice-chair met with the designers of MassCOURTS, the Honorable James McHugh, Special Advisor to Chief Justice for Administration and Finance (CJAM); and Craig D. Burlingame, Chief Information Officer for the Administrative Office of the Trial Court. MassCOURTS is the new electronic case management system for the Massachusetts courts. At the meeting, CIO Burlingame and Judge McHugh informed the JJAC that the MassCOURTS system has the capability to track race/ethnicity at various decision-points. The JJAC also shared the OJJDP *Guidelines for Juvenile Information Sharing* with Judge McHugh and CIO Burlingame.
- The DMC Subcommittee continued discussing data challenges with the Administrative Office of the Juvenile Court and the Office of the Commissioner of Probation.
- The JJAC increased awareness of the data collection challenges facing Massachusetts. At each of the Detention Forums, which were held in late 2006 and early 2007 across the state, arrest and secure detention (both pre- and post-arraignment) data was presented and access to data was discussed. Participants in each of the forums felt that efforts should be made to require racial information within the juvenile justice system and that consistent data collection should be pursued either legislatively or through regulation.

5. TO IMPROVE ACCESS TO ALTERNATIVES TO SECURE DETENTION

The Problem: M.G.L. c. 276, sec. 58 states that a person before the court shall be admitted to bail on personal recognizance unless it is determined that such a release will not reasonably assure the appearance of the person before the court. In addition, M.G.L. c. 276, sec. 58a allows for a person to be held without bail if it is determined after a full hearing that a danger would be posed to any person or the community if the youth were released. However, in meetings and discussions with juvenile justice stakeholders in various areas of the system, the JJAC has heard concern that judicial bail decisions may be influenced by other factors, including a lack of access to mental health or substance abuse programs and a lack of available Department of Social Services (DSS) placements.



*chart does not include juveniles previously committed to DYS custody.

Source: Massachusetts Department of Youth Services, 2008. Chart compiled by the Executive Office of Public Safety & Security, Office of Grants and Research.

This reliance on detention, while appropriate in many cases, has serious implications for effectively servicing court involved youth:

- Detention mixes youth that have less serious levels of offending with youth that have more serious levels of offending. Lower offending youth who are placed in a secure detention setting are likely to make new friends that are negative influences, learn new crime-related skills, break new social taboos, and develop a criminal identity (Holman & Ziedenberg, 2006).
- Detention separates youth from their families and support systems, causing additional stress to youth who may already be suffering from depression or other mental illness (Holman & Ziedenberg, 2006).
- Detention disrupts the continuity of the child's involvement in school and community-based activities (Austin, Johnson, & Weitzer, 2005). For example youth can have their case closed by their outpatient counselor or prescribing doctor after missing 2-3 sessions and get put back on the waiting list. In addition, youth could lose their place on a team or club and fall behind in school. There is also the possibility of having any out-of-home placement changed because the youth was detained too long and the placement bed was needed for another child.

- Detention increases the likelihood that children will be placed out of their homes in the future, even when controlling for offense, prior history and other factors (Rust, 1999).

In addition to all of the above reasons for addressing detention utilization, minority youth are overrepresented in secure detention placements, which may lead to greater racial disparities as youth progress through the system. Detention is not a therapeutic environment or a gateway to treatment and should only be used when absolutely necessary. There is a need for better access to appropriate alternatives to secure detention that will meet the needs of “high-need” youth, who are not necessarily “high risk.”

The JJAC’s Response:

The JJAC is proud to report that the number of detention admissions in 2007 represented a 22% decrease since its high in 2003. In 2007, there were 4,345 detention admissions compared to 2003 when there were 5,562 detention admissions. We hope that the efforts of the JJAC helped to contribute to this decline.

The JJAC and two of its funded programs made much progress toward addressing alternatives to secure detention in 2007:

- The JJAC continued providing JJDPA Formula Grant funding to the Massachusetts Department of Youth Services (DYS) to implement a replication of the nationally recognized Juvenile Detention Alternatives Initiative (JDAI). DYS completed its second year of JDAI implementation in 2007, which is a model to facilitate a collaborative systems change process that uses evidence-based principles to design and implement a strategy to reduce the over-reliance on secure detention for youth awaiting resolution of matters pending before the juvenile court and to develop an array of alternative placements. In 2007, Massachusetts was chosen as an official JDAI site by the Annie E. Casey Foundation, and a team of Massachusetts juvenile justice professionals traveled to New Mexico to visit a model JDAI site. Importantly, DYS has succeeded in involving key juvenile justice stakeholders and decision-makers in this important initiative.
- A Risk Assessment Instrument (RAI) subcommittee of the JDAI was formed to develop and test a risk screening instrument for Massachusetts, to make recommendations to the statewide JDAI steering committee as to the point in the juvenile justice process where the RAI should be administered, and to oversee its implementation.
- The JDAI Data Subcommittee started planning a detention utilization study.
- The JJAC continued providing JJDPA Formula Grant funding for the 3-year Detention Diversion Advocacy Program (DDAP) run by the Robert F. Kennedy Children’s Action Corps to reduce the number of minority youth being sent to secure detention from the Dorchester Juvenile Court. This alternative-to-detention program utilizes short-term intervention (6-8 weeks) and provides intensive case management services to youth who would otherwise be sent to a secure detention facility while waiting resolution of their case.
- The JJAC studied the results of the five Juvenile Detention forums, which were held in 2006 and 2007 to discuss juvenile detention (both pre-arraignment and post-arraignment) across the state.



These forums occurred in Brockton (12/6/06), Springfield (12/7/06), Lawrence (2/7/07), Worcester (2/8/07) and Boston (2/9/07).

- The Juvenile Detention forum held in Lawrence, Massachusetts, resulted in a sustainable coalition of juvenile justice stakeholders and decision-makers from the northeast communities of Essex and Middlesex Counties. The coalition has been facilitated by the DMC Reduction Specialist from the Executive Office of Public Safety and Security and Security¹¹ and met five times in 2007. Members of the coalition include a juvenile court judge, two chief probation officers, and representatives from the Massachusetts Department of Youth Services, the Massachusetts Department of Social Services, the Massachusetts Department of Mental Health, the Essex County District Attorney's Office, the Massachusetts Behavioral Health Partnership, the Massachusetts School of Law, police and local nonprofit organizations.
- Finally, in order to ensure more direct involvement of stakeholders and decision-makers in the JDAI process, the JJAC's Alternatives to Detention Subcommittee is establishing a co-occurring schedule of meetings with the JDAI Alternatives to Detention Subcommittee. This will allow the membership of both committees to focus on ensuring that the needs of youth across the Commonwealth who come into contact with the juvenile justice system are met, as well as ensure the JJAC's full participation and representation in that work.



¹¹ Funded with JJDPA Formula Grant funds.

6. TO INCREASE AWARENESS AND UNDERSTANDING OF SEVERAL KEY ISSUES IN JUVENILE JUSTICE POLICY AND PRACTICE AMONG ELECTED OFFICIALS, JUVENILE JUSTICE DECISION-MAKERS, AND THE GENERAL PUBLIC

Problem: There is a need to promote understanding and awareness of several key issues in juvenile justice policy and practice among elected officials, appointed officials, policymakers, and the general public. This is vital in addressing the five other problems. The JJAC needs to do more to educate and lead on issues such as alternatives to detention, juvenile mental health, data collection, disproportionate minority contact (DMC), the alternative lockup programs, reauthorization of the federal Juvenile Justice and Delinquency Prevention Act (JJDPA), and federal legislation such as the Adam Walsh Act.

The JJAC's Response: The JJAC posts information about its meetings online and makes all of its meetings open to and accessible to the public. In addition, JJAC members have reached out to state agencies to discuss current issues such as data collection and alternative lockup programs. The following significant events also occurred in 2007:

- Signed on to the JJDPA Statement of Principles, which urges Congress to adhere to the four principles of the Juvenile Justice and Delinquency Prevention Act (JJDPA). The four principles, which are grounded in research, are: 1) to keep children and youth out of the justice system whenever possible; 2) to do everything possible to ensure equity and competence with regard to race, ethnicity, culture, language, gender, and sexual orientation in legal representation before the courts and throughout all system practices and policies; 3) to do everything possible to ensure that children and youth in the juvenile justice system are treated in an age-appropriate manner and provided with developmentally appropriate, evidence-based services and supports; and 4) to strengthen the federal role in supporting state and local needs by providing sufficient resources and appropriations for jurisdictions to effectively implement the JJDPA, to fully comply with its core requirements/protections, and to ensure state and local adherence to high standards of performance.
- The JJAC organized a series of five forums to discuss juvenile detention and DMC across the state, three of which occurred in 2007. These forums occurred in Brockton (12/6/06), Springfield (12/7/06), Lawrence (2/7/07), Worcester (2/8/07) and Boston (2/9/07). The forums were designed to provide an opportunity for juvenile justice stakeholders and decision-makers to discuss the issue of pre-adjudication detention and the overrepresentation of minority youth at this “front door” to the juvenile justice system. The engagement and feedback from these groups was significant, and many ideas were generated.
- The detention forum (see above) held in Lawrence, Massachusetts, resulted in a sustainable coalition of juvenile justice stakeholders and decision-makers from the northeast communities of Essex and Middlesex Counties. The coalition has been facilitated by the DMC Reduction Specialist from the Executive Office of Public Safety and Security and Security¹² and met five times in 2007. Members of the coalition include a juvenile court judge, two chief probation officers, and representatives from the Massachusetts Department of Youth Services, the Massachusetts Department of Social Services, the Massachusetts Department of Mental Health, the Essex County District Attorney's Office, the Massachusetts Behavioral Health Partnership, the Massachusetts School of Law, police and local nonprofit organizations.

¹² Funded with JJDPA Formula Grant funds.

Funding Received from the Office of Juvenile Justice and Delinquency Prevention

The JJAC is involved in deciding how to spend certain funds that the Massachusetts Executive Office of Public Safety and Security receives from the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP). The JJAC participates in the development of the Three-Year Plan submitted to the OJJDP, helps to write grant solicitations, and reviews project applications from across the state.

Over the past years, funds from the OJJDP to states have been declining due primarily to reductions in the federal budget for these particular programs and also due to federal earmarks. The JJAC and the EOPSS make every effort to maximize the impact of these funds by targeting them toward effective programs in high-need communities. Unfortunately, the JJAC and the EOPSS have been forced to take responsibility for funding compliance with the Juvenile Justice and Delinquency Prevention Act (JJDA) core requirement to remove juveniles from police lockups since the state has not taken responsibility for funding this important part of the system.¹³ The alternative lockup programs, which provide an alternative placement for youth who must be removed from police lockups while awaiting arraignment, drain approximately \$1.4 million away from the funds available to the JJAC for innovative prevention, aftercare, and system improvement programs yearly.

| | Formula | Title V | Challenge | JABG | Total |
|-------------|----------------|----------------|------------------|-------------|--------------------|
| 2001 | \$1,376,912 | \$742,000 | \$162,000 | \$4,601,750 | \$6,882,662 |
| 2002 | \$1,368,000 | \$522,760 | \$157,000 | \$3,840,077 | \$5,887,837 |
| 2003 | \$1,202,000 | \$0 | \$247,000 | \$2,958,800 | \$4,407,800 |
| 2004 | \$1,287,000 | \$272,000 | \$0 | \$978,100 | \$2,537,100 |
| 2005 | \$1,255,000 | \$274,000 | \$0 | \$888,800 | \$2,417,800 |
| 2006 | \$1,100,000 | \$56,250 | \$0 | \$784,263 | \$1,940,513 |
| 2007 | \$1,141,000 | \$75,250 | \$0 | \$775,200 | \$1,991,450 |

Chart compiled by the MA Executive Office of Public Safety and Security, 2008.

The OJJDP grant programs are described below:

- **JJDA Formula Grant:** The Formula Grant program supports state and local delinquency prevention and intervention efforts and juvenile justice system improvements. The OJJDP awards Formula Grants to states based on the proportion of their population younger than age 18. In order to receive Formula Grant funds, states must establish a State Advisory Group (the Massachusetts State Advisory Group is the JJAC) and commit to achieve and maintain compliance with the Juvenile Justice and Delinquency Prevention Act (JJDA) four core requirements: 1) to deinstitutionalize status offenders, 2) to separate juveniles from adult offenders, 3) to remove juveniles from adult jails and police lockups and 4) to address disproportionate minority contact. If a state in any year fails to demonstrate compliance with any of the four core requirements, its JJDA Formula Grant is subject to a 20% reduction for each requirement for which noncompliance occurs. Without a waiver from the OJJDP Administrator, the state must agree to use 50% of their allocation for the fiscal year in which the penalty takes effect to achieve compliance (Hsia, 2004). In 2007, the OJJDP found Massachusetts to be in compliance with the core requirements, and Massachusetts received \$1,141,000 in Formula Grant funds.

¹³ See page 10 for more information about the core requirements of the JJDA.

- **Juvenile Accountability Block Grant (JABG):** Through the JABG program, funds are provided as block grants to states for programs promoting greater accountability in the juvenile justice system. Unfortunately, in Massachusetts all of the JABG funds are used to support and pay for compliance with the JJDPa core requirement to remove juveniles from adult jails and police lockups, since this service is not currently funded by state or local funds.¹⁴ In Massachusetts, JABG funds are used for alternative lockup programs (pre-arraignment secure detention) that provide an alternative place to securely detain youth who have been arrested and are awaiting arraignment. The JJAC has been funding these alternative lockup programs both because it cares about the safety of youth and because it wants to maintain compliance with the JJDPa in order to qualify for the full JJDPa Formula Grant award. However, the JJAC strongly believes that the Commonwealth of Massachusetts should support jail removal and pre-arraignment detention programs with its own budget. In 2007, Massachusetts received \$775,200 in JABG funds.
- **Title V:** Title V is a delinquency prevention and early intervention program for communities that comply with the Juvenile Justice and Delinquency Prevention Act (JJDPa) core requirements. Local applicants illustrate risk-focused prevention efforts based on the assessment of risk factors associated with the development of juvenile crime. Working from a research-based framework, grantees focus on reducing risks and enhancing protective factors to prevent youth from entering the juvenile justice system. The funding incentive encourages community leaders to initiate multidisciplinary assessments of risks and resources unique to their communities and to develop comprehensive, collaborative plans to prevent delinquency. In 2006, Massachusetts received \$75,250 in Title V funds.

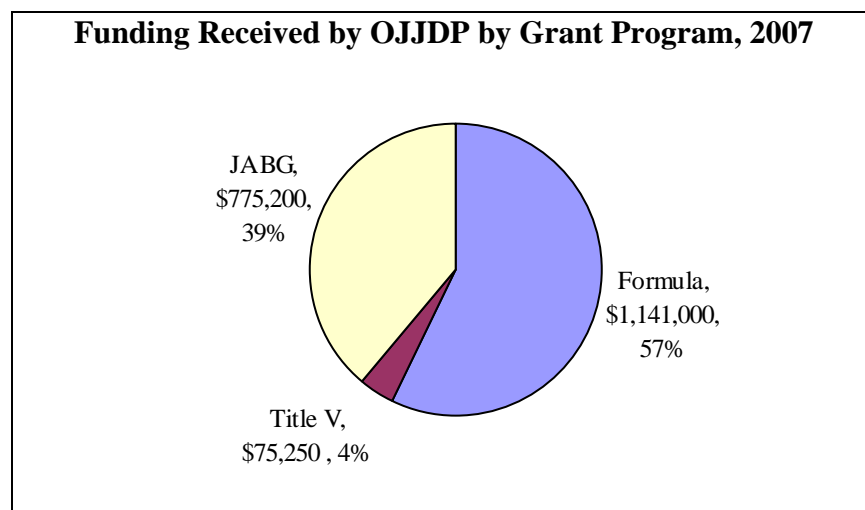


Chart compiled by the MA Executive Office of Public Safety and Security, 2008.

- **Challenge:** The Challenge program was designed to assist states in the improvement of their juvenile justice systems. Ten specified activities were available for programming. The last year of funding for this program was 2003.

¹⁴ Except for in the City of Boston.

Massachusetts Programs Funded in 2007 with Formula and Title V Grant Funds

During 2007, Formula Grant and Title V Grant funds supported delinquency prevention and juvenile justice system improvement programs in high-risk communities across the state. Grant funds were awarded through a competitive process that took into consideration many factors including juvenile justice and delinquency prevention needs, program design, capacity of implementing organizations, sustainability, measurement/evaluation, potential for disproportionate minority contact (DMC) reduction, utilization of a youth development model, and budget.

Formula Grant: Formula Grant funded programs focused on aftercare/reentry, alternatives to secure detention, delinquency prevention, diversion, gender-specific services, disproportionate minority contact (DMC) reduction, mental health services, school programs, and substance abuse. The JJAC awarded \$880,000 in Formula Grant Funds to programs that ran from October 1, 2006 to September 30, 2007.¹⁵ In addition, there was one \$345,000 three-year program that ran during 2007 and a few programs that were extended from previous years that also ran during 2007. The Formula Grant award also funded a full-time Juvenile Justice Specialist, a full-time Compliance Monitor, and a full-time DMC Reduction Specialist at the EOPSS.

Title V: The Title V Program is dedicated to delinquency prevention efforts initiated by community-based planning processes. Programs must be geared toward at-risk juveniles in an effort to prevent them from entering the juvenile justice system or toward early intervention programs targeting juveniles with first-time and non-serious offenses. Communities are funded for three years and are required to provide a 50-percent match and use an evidence-based delinquency prevention program. From October 1, 2006 to September 30, 2007, five Title V programs were being implemented utilizing \$234,206 in Title V funds.

The transformation that occurred in the 30 heavily gang-involved Cambodian juvenile offenders in two years is a tribute to the resiliency of youth, their hunger for adults who believe in them, and the importance of a meaningful second chance that is coupled with educational and vocational opportunities. Since the inception of the project, participants significantly reduced their recidivism rates and have dramatically increased their involvement in school, work and in the community.

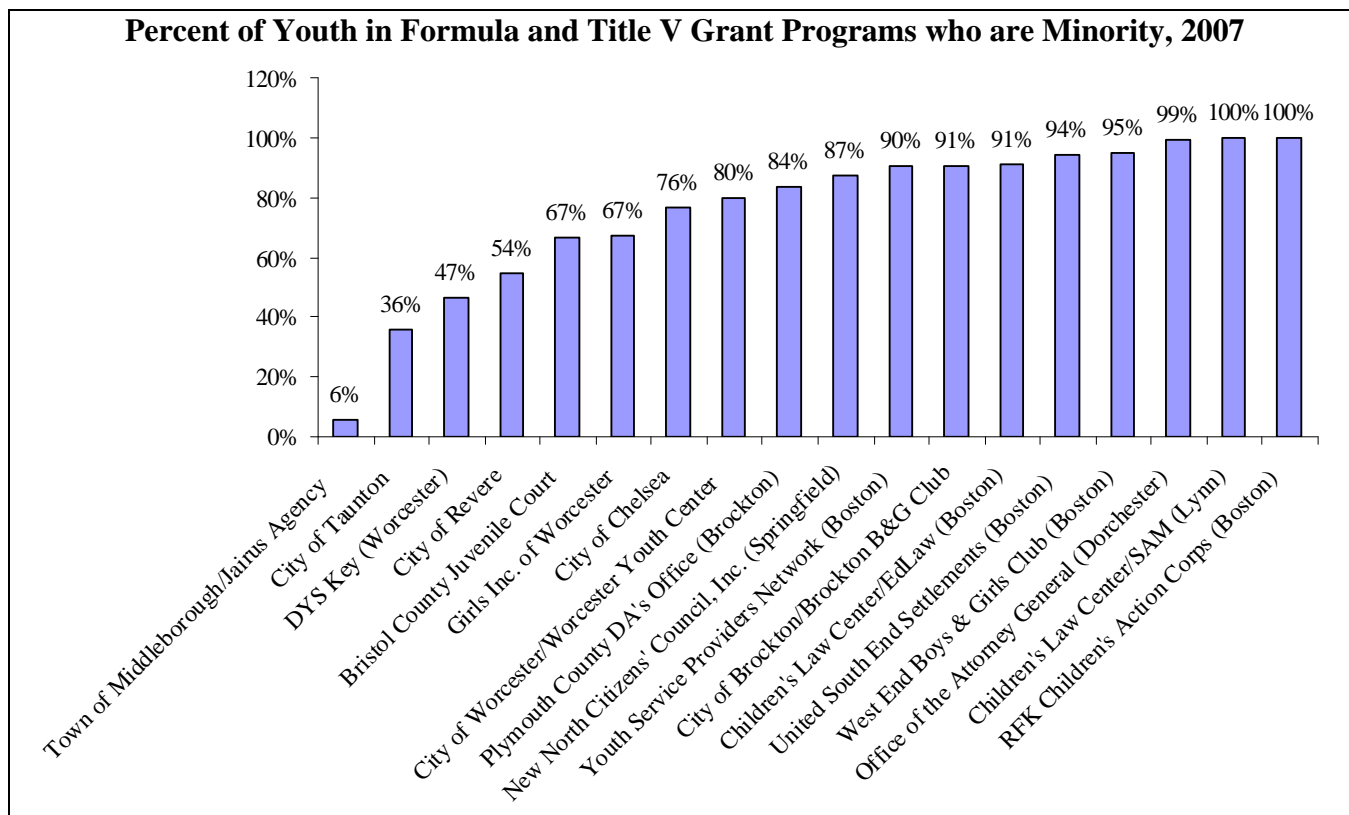
- Formula Grantee

Addressing Racial Disparities in the Juvenile Justice System with Formula, Title V, and Challenge Funds: The JJAC has set up its granting process so that almost all of the programs supported with Formula Grant and Title V Grant funds address racial disparities in the juvenile justice system, which is called disproportionate minority contact (DMC). Most funded programs aim to reduce DMC by focusing effective prevention, intervention and aftercare programs to at-risk minority youth in high-risk communities. In the majority of our youth-serving programs in 2007, over 80% of the youth served were minority. By targeting effective programs toward our most at-risk minority youth, the JJAC hopes to reduce DMC statewide. In addition, the JJAC funded three programs aimed at system-improvement to reduce racial disparities. The first of these programs is the Juvenile Defense Network implemented by the Youth Advocacy Project of the Committee for Public Counsel Services, which aims to improve representation of indigent juvenile clients in court. The other two programs focused on secure detention. The Detention Diversion Advocacy Program is implemented by the Robert F. Kennedy Children's Action Corps and aims to improve the system by providing alternatives

¹⁵ Some program had extended program periods and ran for longer than one year.

to secure detention for youth with cases at the Dorchester Juvenile Court. The Juvenile Detention Alternatives Initiative is implemented by the Massachusetts Department of Youth Services to facilitate a collaborative systems change process to design and implement a strategy that reduces over-reliance on juvenile detention.

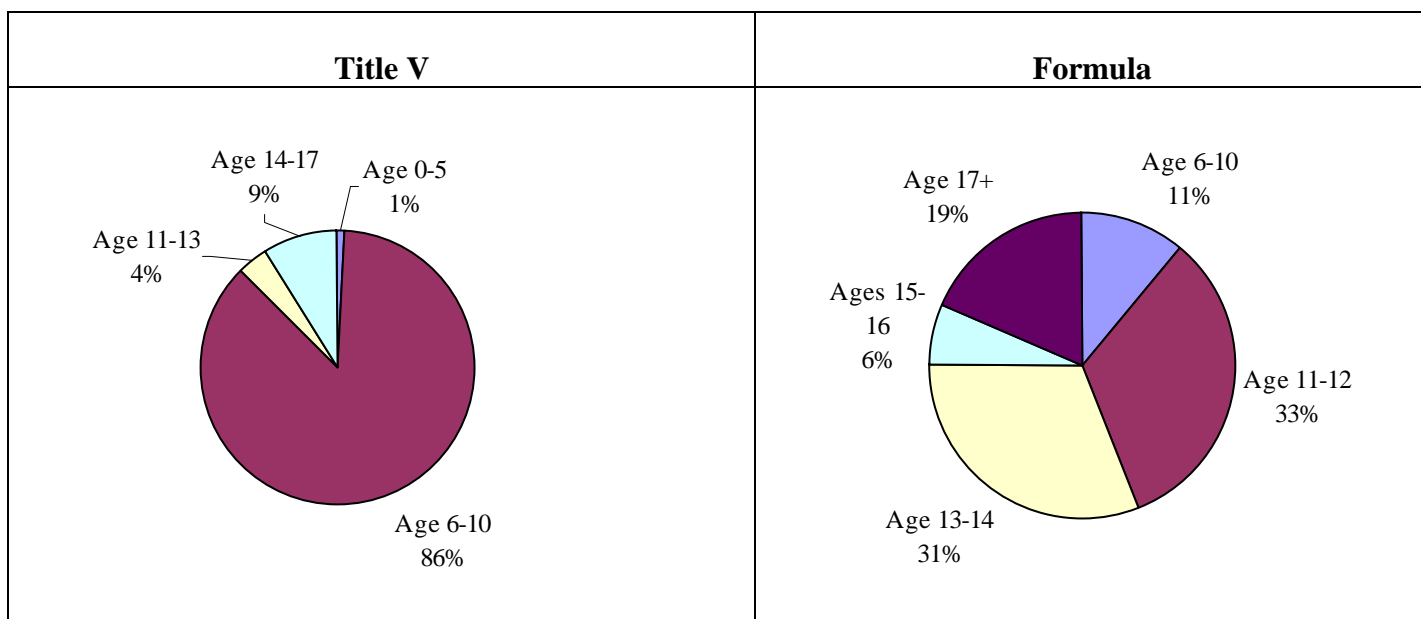
Percent of Youth in Formula and Title V Grant Programs who are Minority, 2007



Source: MA Executive Office of Public Safety and Security Formula Grant Programmatic Quarterly Reports, October 1, 2006-September 30, 2007.

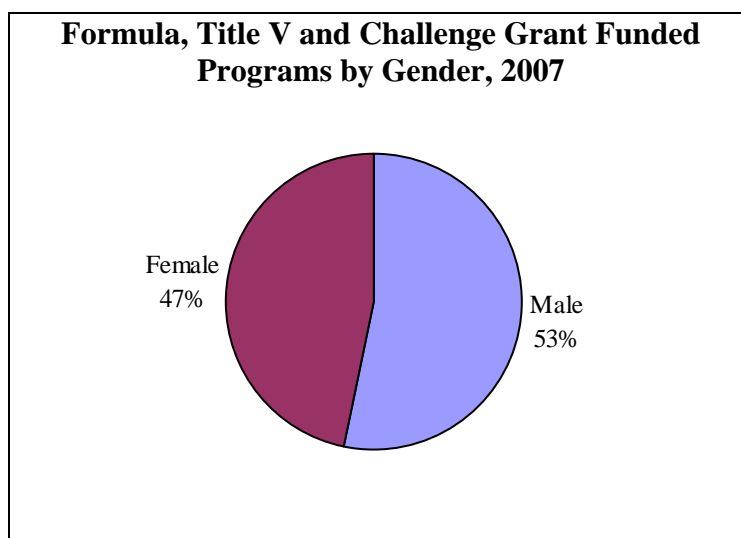
Implementing Youth Development Models with Formula and Title V Funds: At the annual JJAC retreat in 2005, the JJAC voted to adopt a youth development model. In addition to adopting the model as a committee, the JJAC now requires grant applicants to utilize a youth development model in their programs. For example, in the last few Formula Grant applications, 15% of the points on the grant application were allotted to the ability to incorporate a youth development model throughout all programming (see Appendix #1).

Age and Gender of Youth in Formula, Title V, and Challenge Programs: The youth served by the Formula and Title V Grant funded programs varied by age during that past year. While most of the youth served by Title V funds were between the ages of 6 and 10, this is because of the large number of youth ages 6-10 served by the City of Revere program (served 859 children in a school-based program).



Source: Quarterly reports submitted to the Massachusetts Executive Office of Public Safety and Security by Grantees. Program was October 1, 2006-September 30, 2007. Fourth Quarter of City of Brockton Title V program not included.

The gender of the youth served in the individual Formula and Title V Grant funded programs ranged from 100% female to 100% male. In all youth-serving programs combined, 53% of the youth served were male and 47% were female.



Source: Quarterly reports submitted to the Massachusetts Executive Office of Public Safety and Security by Grantees. Program period was October 1, 2006-September 30, 2007

Brief descriptions of the 2007 Formula and Title V funded programs are provided below (pages 30 to 36). Most had program periods that ran from October 1, 2006 until September 30, 2007, although program periods varied by grantee.

| Grantee (Award Amount and Type) | Primary Area Served | Project Description/Youth Served Programs that have been chosen from approved lists of scientifically proven prevention and intervention programs are described here as "model programs." ¹⁶ For more information about model programs, please see Appendix #2. | Results¹⁷ |
|--|------------------------------------|--|---|
| Western Massachusetts | | | |
| New North Citizens' Council, Inc. (\$120,000 Formula) | City of Springfield | Implemented the Springfield Triangle Project, a partnership between three of the largest social service agencies in Springfield ¹⁸ to implement the model <i>All Stars</i> program in schools and community centers in the three most economically depressed neighborhoods of Springfield. The All Stars program is designed to prevent high-risk behaviors including substance abuse, violence, delinquency, and premature sexual activity. <i>Served 563 youth (46% male, 54% female, 43% Hispanic, 42% black, 13% white, 3% other).</i> | Of the 563 youth recruited into the program, 367 attained the skills necessary to better communicate. As a result, new positive relationships were ushered between young leaders in the community and at-risk youth in the community. Also, 62% of the program participants exhibited an improvement in family relationships. |
| Southeastern Massachusetts | | | |
| Bristol County Juvenile Court (\$45,000 Formula) | City of New Bedford | Implemented Wraparound Us: Focus on Families project, which provided intensive wraparound services to juveniles who were part of the Juvenile Drug Court Program (JDC) at the Bristol County Juvenile Court. The JDC is a post-adjudication program that accepts non-violent youth on probation as a "last stop" before incarceration. The Wraparound Us program had two goals: 1) to reduce JDC participants' use of alcohol/illegal drugs and their engagement in future criminal activity and 2) to increase educational attainment of JDC participants. Provided wraparound services to 15 of the 41 JDC participants. <i>Served 15 youth in the Wraparound program (100% male; 33% black, 33% Hispanic, 33% white).</i> <i>Served 41 youth in the JDC program (85% male, 15% female; 42% white, 27% black, 27% Hispanic).</i> | 91% of the youth in the JDC exhibited a decrease in substance use; Only 15% of the JDC program participants re-offended during the program period. |
| City of Brockton/Brockton Boys & Girls Club (\$43,383 Title V) | City of Brockton | The City of Brockton Police Athletic League program served 1,124 youth through a variety of programs, which included the following: <ul style="list-style-type: none"> <i>The Arts Outreach: Mentoring Through Photography, Visual Arts and Dance:</i> Stonehill College students mentored at-risk elementary school students through the practices of art and dance. <i>Martial Arts:</i> Karate offered once per week by a police officer. <i>Gang Prevention Through Targeted Outreach (GPTTO):</i> A science-based comprehensive approach using effective techniques and strategies to direct at-risk young people to positive | Program improved relationships between youth and law enforcement. Program is in the process of measuring outcomes. |

¹⁶ Many come from the OJJDP Model Programs Guide or the United States Department of Health and Human Services Substance Abuse and Mental Health Services Administration (SAMHSA) Model Programs Guide.

¹⁷ Results come from reports sent to the EOPSS by the program. Results are self reported to the EOPSS by the programs.

¹⁸ New North Citizens' Council, South End Community Center, and Martin Luther King Jr. Community Center.

| | | | |
|--|-----------------------|---|--|
| | | <p>alternatives offered by the Boys & Girls Club.</p> <ul style="list-style-type: none"> ▪ <i>Real Talk</i>: A discussion group for teens. Topics included street life and other subjects of interest to the teens. ▪ <i>Cooking with Cops</i>: A weekly program run by a police officer with the youth at the club. The police officer worked with 18 youth. ▪ <i>Passport to Manhood</i>: A boys only group. <p><i>Demographics: Served 86 youth during first three quarters (45% male, 55% female; 63% black, 9% Hispanic, 9% white, 19% other) and 607 during summer (70% male, 28% female, 2% unknown; 32% Cape Verdean, 29% black, 9% white, 6% Haitian, 7% Hispanic, 3% Asian, 13% other, 1% unknown).</i></p> | |
| City of Taunton/ Community Care Services, Inc (\$61,440 Title V) | Taunton | <p>The City of Taunton implemented the first year of the Taunton Youth Court (TYC), a collaboration of the City of Taunton and Community Care Services, Inc. The goal of the program was to divert Taunton High School students from the juvenile justice system and to provide alternatives to out-of-school suspensions by adapting the youth court model used by the Independence Youth Court of Independence, Missouri for use in their public high school. TYC spent much of this first year in its start-up phase. During that time, much was accomplished in educating the community about the program, its goals, and its benefits. In April 2007, TYC staff and volunteers organized and conducted a Kick-Off/Mock Trial Event in April 2007. The first hearing occurred on May 1, 2007 and since then all of the offenders having their cases heard at the TYC developed intervention plans to address their problem behaviors.</p> <p><i>Served 42 youth ages 14-17 (50% male, 50% female; 64% white, 12% black, 10% Hispanic, 2% Asian, and 12% other).</i></p> | <p>100% of the parents whose children were involved in the youth court reported they felt that TYC had helped their son/daughter recognize the consequences of their actions and were therefore more unlikely to commit the same offense in the future; 60% of the offenders demonstrated increased school attendance; 80% of the offenders missed only two days or fewer following their TYC hearing; 100% of youth offenders having their cases heard in TYC were successful in participating in a pro-social activity following the resolution of their case.</p> |
| Plymouth County District Attorney's Office/Boys and Girls Club of Brockton (\$105,000 Formula) | City of Brockton | <p>Expanded the Gang Prevention Through Targeted Outreach (GPTTO) model program. The program is comprised of four components: community mobilization, recruitment, mainstreaming, and case management. Participants attended a variety of workshops and activities geared specifically towards their needs such as job readiness, community service, summer camp referrals, and computer education.</p> <p><i>Served 217 youth (71% male, 29% female; 49% black, 16% white, 8% Hispanic, 26% other¹⁹).</i></p> | <p>65% of program participants exhibited an improvement in family relationships.</p> |
| Town of Middleboro/ Jairus Agency (\$50,000 Title V) | Town of Middleboro | <p>Implemented the Strengthening Families Program (SFP) in Middleboro, which is a nationally recognized model program for high risk families. SFP is an evidence-based family skills training program found to significantly reduce problem behaviors, delinquency, and alcohol and drug abuse in children and to improve social competencies and school performance.²⁰</p> <p><i>Served 35 youth (15 male, 20 female; 94% white, 6% minority).</i></p> | <p>By the end of the program, 71% of the youth demonstrated an improvement in family relationships.</p> |

¹⁹ The 26% "other" were mostly Cape Verdean youth.

²⁰ <http://www.strengtheningfamiliesprogram.org/>.

| Northeastern Massachusetts | | | |
|--|-----------------|---|---|
| Children's Law Center of Massachusetts/ Straight Ahead Ministries (\$75,000 Formula) | City of Lynn | <p>Implemented the Cambodian Youth Reentry Project (CYRP), which worked with Cambodian youth who were committed to the Department of Youth Services and provided them with reentry services in order to reduce recidivism. Aspects of the program included: case management, referral services, job readiness/employment, educational services, mentoring, and training on issues surrounding confidentiality of juvenile records. This program has been recognized by local, state and national agencies. In May 2007, CYRP presented its positive outcomes at the annual conference sponsored by the Massachusetts Committee for Public Counsel Services; in June 2007, CYRP presented the project at the Youth at Risk conference sponsored by the Essex County Community Foundations; and in October 2007, CYRP made a presentation at the annual Office of Juvenile Justice and Delinquency Prevention (OJJDP) conference in Denver, which focused on strategies to reduce the overrepresentation of minority youth in the juvenile justice system. As presenters at the OJJDP conference, CYRP was rated as the best panel presentation of the three-day conference by conference participants.</p> <p><i>Served 28 youth (100% male, 100% Asian).</i></p> | During the program period, 70% of program participants were employed full-time or part-time; 80% of the participants advanced their educational standing; 83% did not experience a parole violation. |
| City of Chelsea/ North Suffolk Mental Health Association (\$43,383 Title V) | City of Chelsea | <p>Implemented the second year of the Strengthening Families Program (SFP) for Parents and Youth in both English and Spanish. The goal of the program was to improve the pro-social behaviors of targeted youth by effectively delivering the model Strengthening Families program. The targeted youth faced numerous risk factors including economic deprivation, exposure to gang recruitment activities, gang violence, parents with substance abuse issues, poor academic performance, defiant and/or oppositional behavior, poorly managed adult and youth stress, family conflict, poor parent-child relationships, lack of establishment and communication of family rules, negative peer influences and availability of alcohol, tobacco and other drugs. The idea behind the program is that by strengthening the family unit and developing pro-social behaviors in young people, the targeted young people and their families will develop the following protective factors: age appropriate parental expectations, positive future orientation, goal setting and planning, stress management skills, conflict resolution skills, family cohesiveness, reinforcement of youth assets, empathy between youth and parents, positive marital interactions if applicable, positive parent-child affect, supportive family involvement, pro-social friendships, and negative peer-pressure resistance skills. Pre-tests and post-tests measured program effectiveness.</p> <p><i>Served 34 youth ages 5-15 (53% male, 47% female; 71% Hispanic, 23% white, 6% black).</i></p> | 93% of program participants exhibited a decrease in antisocial behavior and 93% exhibited an improvement in family relationships. |

| | | | |
|--|---|---|--|
| City of Revere (\$36,000 Title V) | City of Revere | Implemented the Second Step violence prevention curriculum to 859 third, fourth, seventh and eighth grade students in the Revere Public Schools as well as students those in the Seacoast Alternative Academy. This model program is designed to reduce impulsive, high-risk, and aggressive behaviors and increase children's socio-emotional competence and protective factors. The program aims to change beliefs and behaviors that lead to violent responses in children and adolescents. Students learn pro-social skills and are given the opportunity to practice them through role playing. <i>Served 859 youth (51% male, 49% female; 46% white, 38% Hispanic, 7% Asian, 3% black, 5% other)</i> | 93% of the youth involved in the program exhibited a decrease in anti-social behavior. |
| Central Massachusetts | | | |
| City of Worcester/ Worcester Youth Center (\$30,000 Formula) | City of Worcester | Replicated the Quantum Opportunities Program (QOP), a comprehensive education and youth development program designed specifically for disadvantaged high school students to increase graduation rates, decrease pregnancy rates, and decrease violent behavior rates. 35 youth were recruited to participate in the program, which consisted of over 1,500 hours of programming in areas such as homework help/GED (715 hours), mental health counseling (270 hours), work readiness (200 hours), community volunteering (95 hours), and other activities. Youth also youth completed 205 hours of the Urban Community Action Planning for Teams program. <i>Served 35 youth (43% male, 57% female; 49% black, 31% Hispanic, 20% white).</i> | By the end of the program, 43% of the participants exhibited a decrease in substance use, and none of the participants became pregnant. All of the youth who completed the program became socially bonded. |
| Department of Youth Services/ Key Program, Inc. (\$161,354 Formula) ²¹ | Worcester County | Funded the start-up of the Female CHINS Key Outreach & Tracking/Diversion Program, which aimed to divert Child in Need of Services (CHINS) applications for girls in the Juvenile Court from going forward and preventing future involvement in the juvenile justice system. It is based on a model that the Key Program created in 1974 called Outreach and Tracking, which is an intensive in-home counseling support system that provides wraparound services for the child and family. Each of the girls has a written treatment plan, which is created and implemented in collaboration with program officers. Youth were referred to existing community resources and supported. Staff worked with parents during home visits. <i>Served 45 girls (53% white, 27% Hispanic, 9% black, 9% other).</i> | Of the 45 girls who completed the program during the two-year program period, only 2 re-offended, 3 were charged with a formal probation violation, and 2 were committed to a secure facility; 79% of the 14 girls with substance use problems exhibited a decrease in substance abuse; 87% of the girls with self-esteem problems exhibited an increase in self-esteem; 83% of the girls in the program exhibited an improvement in family relationships; 95% of the girls in the program exhibited an improvement in the perception of social support. |
| Girls Inc. of Worcester (\$75,000 Formula) | Cities of Worcester, Leominster and Southbridge | The goal of the Worcester County Girls Circle Initiative program was to reduce girls' commitment to the juvenile justice system in Worcester County by focusing programming on the City of Worcester, the City of Leominster, and the City of Southbridge. | 100% of the girls involved with the program increased their self-esteem; 90% exhibited an improvement in body image, 85% exhibited an improvement |

²¹ This program has a program period of 10/1/05-9/30/0706 because of a late start. This data is from 10/1/05-9/30/07.

| | | | |
|---|---|--|--|
| | | <p>According to the OJJDP Model Programs Guide, Girls' Circle is a promising structured support group that addresses the specialized needs of girls ages 9–18 by integrating relational–cultural theory (RCT), resiliency practices, and skills training into a specific format designed to increase positive connection, personal and collective strengths, and competence in girls. It aims to counteract social and interpersonal forces that impede girls' growth and development. The Worcester County Girls Circle Initiative served girls at-risk of delinquency as well as girls already involved in the system including nine girls living in residential facilities.</p> <p><i>Served 99 girls (46% Hispanic, 33% white, 21% black).</i></p> | in the perception of social support. |
| City of Boston | | | |
| EdLaw Project (\$35,000 Formula) | City of Boston | <p>Funded one attorney to advocate for the academic needs facing court-involved minority students as they transition to and from DYS facilities in order to empower minority students and their families to have a voice and an impact on their own education. Provided direct legal representation to DYS committed youth and provided training and technical support to juvenile justice stakeholders and decision-makers.</p> <p><i>Served 68 youth (79% male, 21% female; 71% black, 10% Hispanic, 9% white, 3% Asian, 7% other).</i></p> | Worked directly with this DYS committed population providing 1,184 hours of direct legal representation to 68 youth; provided 42 hours of formal training sessions to 160 participants, including youth workers, social work students, and attorneys; and handled 88 requests for individual assistance from parents, students, attorneys, caseworkers, clinical staff from community based agencies, street workers and youth workers for help with educational issues affecting specific students. |
| Office of the Attorney General/ Dorchester Youth Development Collaborative (\$90,000 Formula) | Dorchester neighborhood of the City of Boston | <p>Funded after-school and summer programming for at-risk youth ages 6-18 residing in specified neighborhoods in Dorchester²² in order to reduce and prevent delinquency. Program is a collaborative effort between Catholic Charities Teen Center at St. Peter's, Dorchester Youth Collaborative, Harbor School, Log School, and Bowdoin Street After School Program. Activities for the youth included academic enrichment community service, financial literacy, sports, recreational activities, and leadership activities.</p> <p><i>Served 473 youth (69% male, 31% female; 33% black, 9% Hispanic, 2% Asian, 1% white, 55% other (mostly Cape Verdean)).</i></p> | 33% of program participants exhibited an increase in school attendance, 22% exhibited a decrease in antisocial behavior, and 26% exhibited an improvement in family relationships. |
| Robert F. Kennedy Children's Action Corps (\$345,000 for 3 years, Formula) | Dorchester neighborhood of the City of Boston | <p>Implemented a replication of the model Detention Diversion Advocacy Program (DDAP) in the Dorchester Juvenile Court. This alternative-to-detention program utilized short-term intervention (6-8 weeks) and provided intensive case management services to youth who would otherwise be sent to a</p> | 93% of youth in the program returned to court after arraignment, which is the primary goal of this alternative to detention program. |

²² Dorchester Safe Neighborhood Initiative (SNI) target area.

| | | | |
|---|----------------|--|---|
| | | <p>secure detention facility while waiting resolution of their case.²³ Staff advocate on youth's behalf in court and provide them with a comprehensive service plan designed specifically for the youth's needs. The program connects youth to appropriate community resources, contacts youth as much as 3 times per day, and provides follow-up. The ultimate goal of the program is to reduce racial disparities in the Massachusetts juvenile justice system by decreasing the number of minority youth being held in secure detention facilities.</p> <p><i>Served 144 youth (67% male, 33% female; 81% black, 11% Hispanic, 2% Asian, 6% other).</i>²⁴</p> | |
| United South End Settlements (\$80,000 Formula) | City of Boston | <p>Funded the Arts Incentives Program, a clinically-informed, arts-based, youth development program that works with high-risk girls ages 11-20.²⁵ Program included identity forming, arts-based activities to improve psychological functioning, school performance, and future orientation. Program staff also worked hard to find summer placements in the form of camps and employment for all youth in the program. Participants and families were served by an all female staff of artists, art mentors, volunteers, and interns.</p> <p><i>Served 34 girls (50% black, 29% Hispanic, 6% white, 15% other).</i></p> | <p>76% of the girls with treatment plans achieved at least half of the goals identified in the treatment plan; 96% of girls attending school were promoted to the next grade at the end of the school year; 92% of the girls who completed the program exhibited a decrease in substance use; 85% of the girls who completed the program exhibited an improvement in the perception of social support; 77% of the girls who completed the program exhibited an increase in self-esteem; 77% of the girls who completed the program exhibited an improvement in family relationships; 69% of the girls who completed the program exhibited an improvement in body image.</p> |
| West End House Boys & Girls Club (\$69,020 Formula) | City of Boston | <p>Funded the replication of the Second Step model program for youth ages 7 to 13 to prevent delinquency. The program strives to teach empathy, impulse control, problem solving, and anger management. The program also trained 16 youth ages 14 to 18 to be peer leaders and implement various aspects of the Second Step program.</p> <p><i>Served 221 youth (53% male, 47% female; 40% black, 29% Hispanic, 18% Asian, 5% white, 8% other).</i></p> | <p>By the end of the program 96% of program participants exhibited a decrease in antisocial behavior as demonstrated by the ability to identify emotions and anger signs in themselves and others; 82% have employed anger management and problem solving strategies.</p> |
| Youth Service Providers Network (YSPN), program of the Boston Police Department and | City of Boston | <p>The YSPN places licensed social workers and clinical supervisors in district police stations, where they provide prevention and intervention services to youth who are gang involved, at risk for being arrested, or who have already been involved with the juvenile justice system. Formula Grant funds supported one of</p> | <p>Provided 1385 hours of direct services to 214 youth and their families, which included intake/assessment, advocacy, case conferences, crisis intervention, employment</p> |

²³ In Massachusetts, secure detention is utilized when there is doubt that a juvenile will return to court after arraignment and when it is determined that a youth is a danger to any person or the community. DDAP provides an alternative to secure detention for these juveniles.

²⁴ Since program inception in May 2005.

²⁵ Most of the program youth are age 17 or younger. However, 9 program youth are 19-20 years old and are included in this program because they have not graduated from high school and/or are under Guardianship until age 22.

| | | | |
|---|-----------|--|---|
| the Boys & Girls Club of Boston (\$45,000 Formula) | | the YSPN social workers for its work in the D-4 Boston Police Department Region. ²⁶ During 2007, the D-4 YSPN social worker provided mental health and advocacy services to 214 youth ages 10-17 and their families. The Formula Grant-funded social worker also provided stress management counseling and education to youth and families affected by multiple homicides and provided case conferences and consultation with juvenile justice providers such as Probation, Department of Youth Services, Department of Social Services, etc. <i>Served 214 youth (68% male, 32% female; 46% black, 43% Hispanic, 10% white, 2% Asian).</i> | assistance, counseling, family education, and tracking. |
| Statewide | | | |
| Committee for Public Counsel Services (CPCS) (\$41,000 Formula) | Statewide | Funded the Juvenile Defense Network (JDN), a training and technical assistance program for bar advocates across the state who defend juveniles. The goal of the program is to improve representation of indigent juvenile clients and to reduce the overrepresentation of minority youth in the juvenile justice system. There were three parts to the program: 1) trainings and workshops for bar advocates, 2) technical assistance and advice, and 3) mailings, listserv and website resources. The program aimed to improve representation of the thousands of youth who were represented by the 833 juvenile defense attorneys who were received assistance and training through JDN during the year. JDN was highlighted at the October 2007 Disproportionate Minority Contact conference in Denver, Colorado, sponsored by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), where the program director led a presentation and discussion. | Answered 170 advice calls from bar advocates serving juvenile clients; trained approximately 400 individuals in county-specific and statewide trainings; assisted 24 attorneys representing clients age 21 or younger with murder cases; JDN website had over 3,500 hits; posted over 550 listserv resources. |
| MA Department of Youth Services (\$125,000 Formula) ²⁷ | Statewide | Began replication of the nationally recognized Juvenile Detention Alternative Initiative (JDAI) to facilitate a collaborative systems change process that uses evidence-based principles to design and implement a strategy that reduces over-reliance on secure juvenile detention as the primary placement for youth awaiting resolution of matters pending before the juvenile court, and to develop an array of alternative placements. By December 2007, there were seven statewide steering committee meetings and monthly JDAI working group meetings. Two pilot sites were also chosen and five JDAI subcommittees were chartered. | Chosen by the Annie E. Casey Foundation to be a JDAI site. Made significant progress in addressing the inappropriate or unnecessary use of secure detention in the Massachusetts juvenile justice system. |

²⁶ District D-4 covers four of Boston's most diverse city neighborhoods including the Back Bay, South End, Lower Roxbury and Fenway area.

²⁷ Program period was extended to 10/20/05-6/30/08.

Massachusetts Programs Funded in 2007 with Juvenile Accountability Block Grant Funds

The entire 2006 Juvenile Accountability Block Grant (JABG) award plus other funds were used to maintain compliance with the Adult Jail and Lockup Removal core requirement of the Juvenile Justice and Delinquency Prevention Act (JJDP). Youth who are arrested but cannot be arraigned right away, cannot be sent home with a parent or guardian, and cannot be sent to a non-secure facility are sent to secure alternative lockup programs (pre-arraignment secure detention). Unfortunately, the Commonwealth of Massachusetts has not taken the responsibility for funding this important part of the juvenile justice system with state funds and instead relies on federal funds to fund most of these programs. The JJAC and the EOPSS use federal fund to support and oversee these programs everywhere in the state except for the City of Boston, which ran its own facility in 2007.

The JJAC awarded over \$1.4 million to run the alternative lockup programs from July 1, 2006-June 30, 2007 and an additional \$1.4 million to run the alternative lockup program from July 1, 2007-June 30, 2008. The Bristol County Sheriff's Office, the Department of Youth Services (DYS) in Westfield, the Essex County Sheriff's Office, and the Key Program in Worcester were funded to provide short-term secure pre-arraignment residential placement. The Center for Human Development (CHD) in Springfield acted as the lead agency for assessing and placing juveniles in residential facilities and operated as the initial contact for police departments in the western area. The Town of Greenfield was funded to provide transportation.

| Program | Awarded 7/1/06-6/30/07 | Awarded 7/1/07-6/30/08 | Bed-nights 7/1/06-6/30/07 | Number of Youth Served 7/1/06-6/30/07 |
|---|-----------------------------------|-----------------------------------|--------------------------------------|--|
| Bristol County Sheriff's Office | \$344,005.88 | \$344,005.88 | 811 | 623 |
| Department of Youth Services, Westfield | \$134,400.00 | \$134,400.00 | 444 | 322 |
| Essex County Sheriff's Office | \$453,313.40 | \$453,313.40 | 738 | 603 |
| Key Program, Worcester | \$300,000.00 | \$300,000.00 | 705 | 511 |
| Center for Human Development, Springfield | \$155,992.00 | \$155,992.00 | 215 | 153 |
| City of Greenfield Transportation | \$32,303.00 | \$32,303.00 | n/a | n/a |

Source: Quarterly reports submitted to the Massachusetts Executive Office of Public Safety and Security by grantees.

Recommendations to the Governor and State Legislature

Juvenile justice and delinquency prevention needs are great in Massachusetts. There are a multitude of improvements that could be made. The Juvenile Justice Advisory Committee (JJAC) has the following specific recommendations that could make a significant positive change in the juvenile justice landscape in Massachusetts. The recommendations were developed through extensive discussions with juvenile justice stakeholders and decision-makers across the state.

1. **The JJAC's primary recommendation to the Governor and State Legislature is to fund secure pre-arraignment detention with state funds. The current system of using federal funds for this service is not sustainable.** The current system also consumes a funding source that the JJAC believes would be best used for innovative and evidence-based programs aimed at reducing juvenile crime. Each year the JJAC can fund fewer and fewer innovative and model programs aimed at delinquency prevention and juvenile justice system improvement because it uses so much funding for the alternative lockup programs (secure pre-arraignment detention). In addition, drops in federal funding may result in total awards from the OJJDP that are less than the required amount to run the pre-arraignment detention system, which will lead to Massachusetts being out of compliance with federal mandates unless the state takes on this important funding role.
2. **Encourage the development of alternatives to secure detention available to judges at arraignment.** At forums held across the state in 2006 and 2007, juvenile justice decision-makers and stakeholders acknowledged that while secure detention is a necessary part of the juvenile justice system, it is frequently overused due to lack of access to more appropriate placements for "high-need" children. Securely detaining a child can have serious negative consequences, and alternatives must be made available for children who would more appropriately be served by mental health, substance abuse, or social services programs. These programs must be culturally competent and immediately available to the judge at arraignment.
2. **Work with the Juvenile Court and the Office of the Commissioner of Probation to develop a system of reporting race/ethnicity at the OJJDP required decision points.** The OJJDP requires all states to submit data by race/ethnicity at ten key juvenile justice decision points (see Appendix #3). Unfortunately, Massachusetts is unable to submit this required data in its entirety because it is not collected, compiled, and/or shared with other agencies. This lack of race/ethnicity data leads to two direct consequences. First, while we know that there are racial disparities in the juvenile justice system in Massachusetts, we are unable to conduct further analysis to discover where the disparity is most concentrated and what creates it. This analysis is necessary in order to implement effective programs to reduce disproportionate minority contact (DMC) with the juvenile justice system. Second, all states receiving JJDP Formula Grant funds from the OJJDP are required to measure racial disparities in order to receive their full awards. This requirement includes submitting juvenile justice data by race/ethnicity for the required decision points. If Massachusetts does not show progress toward measuring DMC, the state may not continue receiving these funds in their entirety (Massachusetts received \$1,141,000 in Formula Grant funds in 2007).
3. **Require that every police department report the race/ethnicity of the juveniles arrested by their department to the Massachusetts State Police Crime Reporting Unit and that the Crime Reporting Unit make this data accessible to other state agencies and researchers.** Arrest is frequently the first decision-point in the juvenile justice system, and access to good data here is vital in order to determine how to best target programs for youth. In addition, states are required to

measure racial disparities at the arrest stage in order to receive Formula Grant funds from the OJJDP (see recommendation #3). In order to best measure juvenile arrest trends, data must be collected at a minimum by race and ethnicity (white, black, Asian, other, Hispanic).

Appendices

Appendix #1: Youth Development Approach

The Governor's Juvenile Justice Advisory Committee (JJAC) has endorsed a positive youth development approach to guide activities and spending related to the committee. In January of 2005, JJAC voted to adopt the following "Shared Vision" and "Goals" for our work.

Shared Vision

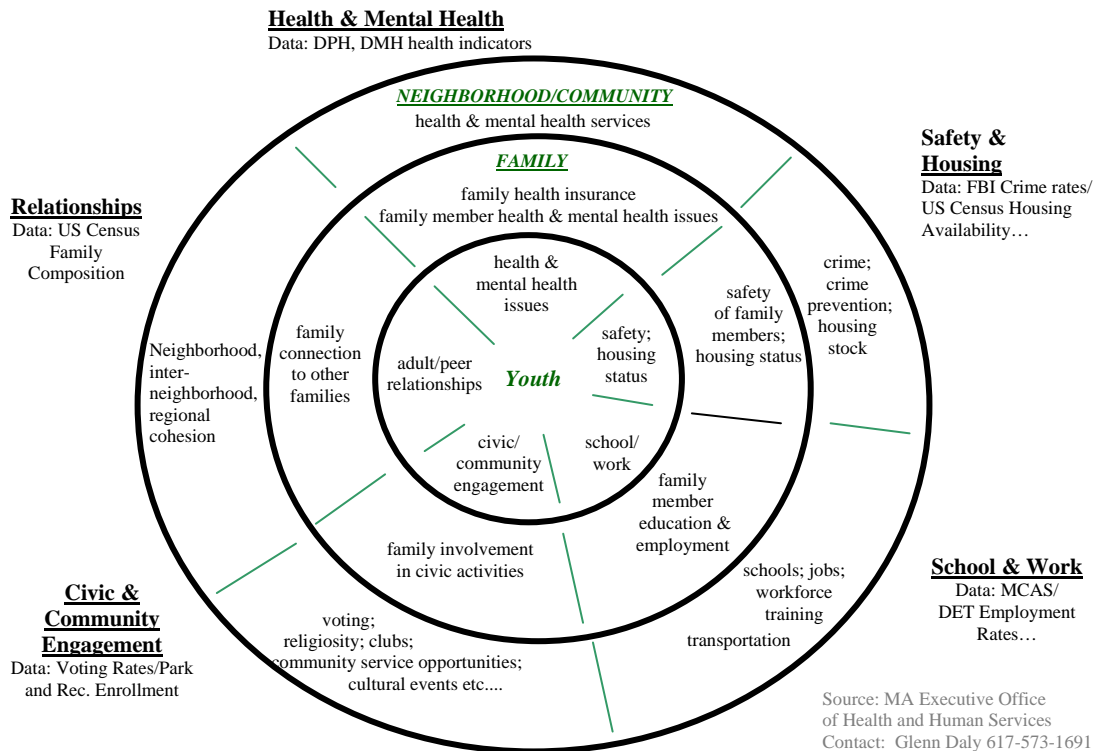
"All Massachusetts youth grow up to be healthy, caring, economically self-sufficient adults."

Goals

1. All youth have access to resources that promote optimal physical and mental health.
2. All youth have nurturing relationships with adults and positive relationships with peers.
3. All youth have access to safe places for living, learning and working.
4. All youth have access to educational and economic opportunity.
5. All youth have access to structured activities and opportunity for community service and civic participation.

This vision and goals have been incorporated into RFR requirements, evaluation of programs and strategic planning.

A Shared Vision for Massachusetts Youth and Young Adults



For more information see: (report): www.mass.gov/dph/fch/adhealth.htm
(indicators by community): www.mass.gov/eohhs/commwell

Source: MA Executive Office
of Health and Human Services
Contact: Glenn Daly 617-573-1691
glenn.daly@state.ma.us
Special thanks to America's Promise

Appendix #2: Descriptions of Model Programs Supported by JJAC Funding

The Juvenile Justice Advisory Committee (JJAC) encourages grant applicants to implement programs and initiatives that either replicate proven programs models to address juvenile justice and delinquency prevention, or that create innovative program models for addressing juvenile justice and delinquency prevention through connection to research results. The JJAC encourages applicants to consult sources such as the OJJDP Model Programs Guide (www.dsgonline.com), Blueprints for Violence Prevention (www.colorado.edu/cspv/blueprints/index.html), and the Substance Abuse and Mental Health Services Administration Model Programs (SAMHSA) (www.modelprograms.samhsa.gov/) for proven models. The goal is to enhance outcomes for juveniles in Massachusetts through replication of the program models that have been successful elsewhere, while customizing them to our own environment. A brief description of some of the model programs used by JJAC grantees is provided below, followed by the rating system. All program descriptions are from the OJJDP Model Programs Guide.

ALL STARS

All Stars is considered a promising program in the OJJDP Model Programs Guide. All Stars is a character-based approach to preventing high-risk behaviors such as substance use, violence, and premature sexual activity in teens ages 11 to 15. The program is based on strong research identifying the critical factors that lead young people to begin experimenting with substances and engaging in other high-risk behaviors. It is designed to reinforce positive qualities that are typical of youths at this age. It works to strengthen five specific qualities vital to achieving preventive effects:

1. Establishing positive norms
2. Building strong personal commitments
3. Promoting positive parental attentiveness
4. Developing positive ideals and future aspirations
5. Promoting bonding with school and community organizations

A program specialist or regular classroom teacher can implement the program. All Stars consists of whole classroom sessions, small group sessions outside of the classroom, and one-on-one sessions between the instructor and the child. The program is interactive, including debates, games, and general discussion. Homework assignments are given to include parents in the program and to increase parent–child interactions.

BOYS AND GIRLS CLUB GANG PREVENTION THROUGH TARGETED OUTREACH

The Boys and Girls Club Gang Prevention Through Targeted Outreach (GPTTO) program has been rated promising by the OJJDP Model Programs Guide. The overall philosophy of the program is to give at-risk youth ages 6 to 18 access to supportive adults, challenging activities, and a place to belong in an alternative, socially positive format. There are four components of the initiatives as stated by the Boys and Girls Clubs of America (BGCA): 1) community mobilization of resources to combat the community gang problem; 2) recruitment of 50 youths at risk of gang involvement (prevention) or 35 youths already involved in gangs (intervention) through outreach and referrals; 3) promoting positive developmental experiences for these youths by developing interest-based programs that also address the youths' specific needs through programming and mainstreaming of youths into the Clubs; and 4) providing individualized case management across four areas (law enforcement/juvenile justice, school,

family, and Club) to target youths to decrease gang-related behaviors and contact with the juvenile justice system and to increase the likelihood that they will attend school and improve academically.

SECOND STEP: A VIOLENCE PREVENTION CURRICULUM

Second Step: A Violence Prevention Curriculum is considered an effective program by the OJJDP Model Programs Guide. It is designed to reduce impulsive and aggressive behavior in children by increasing their social competency skills. The program is composed of four grade-specific curricula: preschool/kindergarten (Pre/K), grades 1–3, grades 4–5, and grades 6–8. The curricula are designed for teachers and other youth service providers to present in a classroom or other group setting. A parent education component, “A Family Guide to Second Step” for Pre/K through grade 5, is also available.

Students are taught to reduce impulsive, high-risk, and aggressive behaviors and increase their socio-emotional competence and other protective factors. Intended for use with a broad population of students, the program has proven effective in geographically diverse cities in the United States and Canada, in classrooms varying in ethnic/racial makeup (predominantly African-American, predominantly European-American, or highly racially mixed), and in schools with students of varied socioeconomic status.

The Second Step elementary curriculum consists of thirty 35-minute lessons taught once or twice a week. Group discussion, modeling, coaching, and practice are used to increase students’ social competence, risk assessment, decision-making ability, self-regulation, and positive goal setting. The program’s lesson content varies by grade level and is organized into three skill-building units covering the following:

- Empathy (teaches young people to identify and understand their own emotions and those of others)
- Impulse control and problem solving (helps young people choose positive goals, reduce impulsiveness, and evaluate consequences of their behavior in terms of safety, fairness, and impact on others)
- Anger management (enables youths to manage emotional reactions and engage in decision-making when they are highly aroused)

The Second Step curriculum for middle school students is composed of fifteen 50-minute lessons organized into four units:

- Unit 1 is centered on knowledge and describes violence as a societal problem.
- Unit 2 trains students in empathy and encourages emotionality through learning to find common ground with others, avoid labeling and stereotyping, using “I” messages, and active listening
- Unit 3 combines anger management training and interpersonal problem-solving for reducing impulsive and aggressive behavior in adolescents.
- Unit 4 applies the skills learned in previous units to five specific situations: making a complaint, dealing with peer pressure, resisting gang pressure, dealing with bullying, and diffusing a fight. Students learn modeling behaviors through role-plays and videotapes.

THE STRENGTHENING FAMILIES PROGRAM (SFP)

The Strengthening Families Program (SFP) is an Exemplary program in the OJJDP Model Programs Guide. SFP is a parenting and family skills training program that consists of 14 consecutive weekly skill-building sessions. Parents and children work separately in training sessions and then participate together in a session practicing the skills they learned earlier. Two booster sessions are used at 6

months to 1 year after the primary course. Children's skills training sessions concentrate on setting goals, dealing with stress and emotions, communication skills, responsible behavior, and how to deal with peer pressure. Topics in the parental section include setting rules, nurturing, monitoring compliance, and applying appropriate discipline.

SFP was developed and tested in 1983 with 6- to 12-year-old children of parents in substance abuse treatment. Since then, culturally modified versions and age-adapted versions (for 3- to 5-, 10- to 14-, and 13- to 17-year-olds) with new manuals have been evaluated and found effective for families with diverse backgrounds: African-American, Asian/Pacific Islander, Hispanic, American Indian, Australian, and Canadian.

OJJDP Model Program Rating Guide

Exemplary: In general, when implemented with a high degree of fidelity these programs demonstrate robust empirical findings using a reputable conceptual framework and an evaluation design of the highest quality (experimental).

Effective: In general, when implemented with sufficient fidelity these programs demonstrate adequate empirical findings using a sound conceptual framework and an evaluation design of the high quality (quasi-experimental).

Promising: In general, when implemented with minimal fidelity these programs demonstrate promising (perhaps inconsistent) empirical findings using a reasonable conceptual framework and a limited evaluation design (single group pre- post-test) that requires causal confirmation using more appropriate experimental techniques.

Appendix #3: Data Required by the OJJDP for Compliance with the Disproportionate Minority Contact (DMC) Core Requirement

| | Total Youth | White | Black or African-American | Hispanic or Latino | Asian | Native Hawaiian or other Pacific Islanders | American Indian or Alaska Native | Other/Mixed |
|--|-------------|-------|---------------------------|--------------------|-------|--|----------------------------------|-------------|
| 1. Population at risk (age 10 through 16) | | | | | | | | |
| 2. Juvenile Arrests | | | | | | | | |
| 3. Refer to Juvenile Court | | | | | | | | |
| 4. Cases Diverted | | | | | | | | |
| 5. Cases Involving Secure Detention | | | | | | | | |
| 6. Cases Petitioned (Charge Filed) | | | | | | | | |
| 7. Cases Resulting in Delinquent Findings | | | | | | | | |
| 8. Cases resulting in Probation Placement | | | | | | | | |
| 9. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities | | | | | | | | |
| 10. Cases Transferred to Adult Court | | | | | | | | |

Source: Office of Juvenile Justice and Delinquency Prevention.

Appendix #4: Juvenile Justice Indicators by City/Town

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and recommitments (2006) | # new DYS commitments and recommitments per 1,000 youth under age 18 (2006) |
|-------------|--------------------------------------|----------------------------------|---|--|---|
| ABINGTON | 3,738 | 2 | 0.5 | 0 | 0.0 |
| ACTON | 5,992 | 5 | 0.8 | 0 | 0.0 |
| ACUSHNET | 2,374 | 1 | 0.4 | 0 | 0.0 |
| ADAMS | 1,977 | 4 | 2.0 | 1 | 0.5 |
| AGAWAM | 6,213 | 14 | 2.3 | 2 | 0.3 |
| ALFORD | 83 | 0 | 0.0 | 0 | 0.0 |
| AMESBURY | 4,293 | 15 | 3.5 | 3 | 0.7 |
| AMHERST | 4,476 | 12 | 2.7 | 6 | 1.3 |
| ANDOVER | 8,988 | 6 | 0.7 | 1 | 0.1 |
| AQUINNAH | 87 | 0 | 0.0 | 0 | 0.0 |
| ARLINGTON | 7,784 | 13 | 1.7 | 2 | 0.3 |
| ASHBURNHAM | 1,606 | 4 | 2.5 | 0 | 0.0 |
| ASHBY | 798 | 4 | 5.0 | 0 | 0.0 |
| ASHFIELD | 428 | 1 | 2.3 | 0 | 0.0 |
| ASHLAND | 3,707 | 11 | 3.0 | 3 | 0.8 |
| ATHOL | 2,875 | 8 | 2.8 | 4 | 1.4 |
| ATTLEBORO | 10,674 | 32 | 3.0 | 7 | 0.7 |
| AUBURN | 3,616 | 14 | 3.9 | 2 | 0.6 |
| AVON | 1,001 | 1 | 1.0 | 0 | 0.0 |
| AYER | 1,748 | 2 | 1.1 | 0 | 0.0 |
| BARNSTABLE | 10,498 | 97 | 1.9 | 18 | 1.7 |
| BARRE | 1,452 | 19 | 13.1 | 7 | 4.8 |
| BECKET | 414 | 0 | 0.0 | 0 | 0.0 |
| BEDFORD | 2,972 | 2 | 0.7 | 0 | 0.0 |
| BELCHERTOWN | 3,539 | 2 | 0.6 | 0 | 0.0 |
| BELLINGHAM | 4,110 | 18 | 4.4 | 6 | 1.5 |
| BELMONT | 5,487 | 2 | 0.4 | 1 | 0.2 |
| BERKLEY | 1,751 | 1 | 0.6 | 1 | 0.6 |
| BERLIN | 596 | 1 | 1.7 | 0 | 0.0 |
| BERNARDSTON | 493 | 1 | 2.0 | 0 | 0.0 |
| BEVERLY | 8,655 | 9 | 1.0 | 0 | 0.0 |
| BILLERICA | 10,034 | 2 | 0.2 | 0 | 0.0 |
| BLACKSTONE | 2,443 | 5 | 2.0 | 0 | 0.0 |
| BLANDFORD | 293 | 0 | 0.0 | 0 | 0.0 |
| BOLTON | 1,263 | 1 | 0.8 | 1 | 0.8 |
| BOSTON | 116,559 | 935 | 8.0 | 168 | 1.4 |
| BOURNE | 4,091 | 12 | 2.9 | 2 | 0.5 |
| BOSBOROUGH | 1,487 | 0 | 0.0 | 0 | 0.0 |
| BOXFORD | 2,551 | 0 | 0.0 | 0 | 0.0 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|------------------|--------------------------------------|----------------------------------|---|--|---|
| BOYLSTON | 974 | 3 | 3.1 | 0 | 0.0 |
| BRAINTREE | 7,598 | 2 | 0.3 | 1 | 0.1 |
| BREWSTER | 2,106 | 7 | 3.3 | 2 | 0.9 |
| BRIDGEWATER | 5,765 | 6 | 1.0 | 1 | 0.2 |
| BRIMFIELD | 912 | 0 | 0.0 | 0 | 0.0 |
| BROCKTON | 26,254 | 120 | 4.6 | 32 | 1.2 |
| BROOKFIELD | 791 | 5 | 6.3 | 0 | 0.0 |
| BROOKLINE | 9,503 | 11 | 1.2 | 1 | 0.1 |
| BUCKLAND | 497 | 0 | 0.0 | 1 | 2.0 |
| BURLINGTON | 5,393 | 2 | 0.4 | 0 | 0.0 |
| CAMBRIDGE | 13,447 | 29 | 2.2 | 6 | 0.4 |
| CANTON | 4,906 | 3 | 0.6 | 1 | 0.2 |
| CARLISLE | 1,445 | 0 | 0.0 | 0 | 0.0 |
| CARVER | 3,045 | 2 | 0.7 | 0 | 0.0 |
| CHARLEMONT | 341 | 6 | 17.6 | 2 | 5.9 |
| CHARLTON | 3,376 | 10 | 3.0 | 3 | 0.9 |
| CHATHAM | 879 | 0 | 0.0 | 0 | 0.0 |
| CHELMSFORD | 8,455 | 9 | 1.1 | 1 | 0.1 |
| CHELSEA | 9,568 | 48 | 5.0 | 6 | 0.6 |
| CHESHIRE | 795 | 0 | 0.0 | 0 | 0.0 |
| CHESTER | 327 | 0 | 0.0 | 0 | 0.0 |
| CHESTERFIELD | 309 | 0 | 0.0 | 0 | 0.0 |
| CHICOPEE | 12,369 | 48 | 3.9 | 11 | 0.9 |
| CHILMARK | 175 | 0 | 0.0 | 0 | 0.0 |
| CLARKSBURG | 384 | 0 | 0.0 | 0 | 0.0 |
| CLINTON | 3,093 | 12 | 3.9 | 4 | 1.3 |
| COHASSET | 2,025 | 0 | 0.0 | 0 | 0.0 |
| COLRAIN | 503 | 1 | 2.0 | 1 | 2.0 |
| CONCORD | 4,263 | 0 | 0.0 | 0 | 0.0 |
| CONWAY | 455 | 0 | 0.0 | 0 | 0.0 |
| CUMMINGTON | 273 | 0 | 0.0 | 0 | 0.0 |
| DALTON | 1,776 | 1 | 0.6 | 0 | 0.0 |
| DANVERS | 5,842 | 4 | 0.7 | 1 | 0.2 |
| DARTMOUTH | 6,262 | 1 | 0.2 | 2 | 0.3 |
| DEDHAM | 5,208 | 5 | 1.0 | 1 | 0.2 |
| DEERFIELD | 1,067 | 0 | 0.0 | 0 | 0.0 |
| DENNIS | 2,697 | 9 | 3.3 | 2 | 0.7 |
| DIGHTON | 1,614 | 1 | 0.6 | 1 | 0.6 |
| DOUGLAS | 2,085 | 0 | 0.0 | 0 | 0.0 |
| DOVER | 1,754 | 1 | 0.6 | 1 | 0.6 |
| DRACUT | 7,291 | 12 | 1.6 | 5 | 0.7 |
| DUDLEY | 2,480 | 13 | 5.2 | 2 | 0.8 |
| DUNSTABLE | 881 | 0 | 0.0 | 0 | 0.0 |
| DUXBURY | 4,212 | 4 | 0.9 | 1 | 0.2 |
| EAST BRIDGEWATER | 3,610 | 3 | 0.8 | 1 | 0.3 |
| EASTBROOKFIELD | 537 | 3 | 5.6 | 1 | 1.9 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|------------------|--------------------------------------|----------------------------------|---|--|---|
| EAST LONGMEADOW | 3,491 | 2 | 0.6 | 1 | 0.3 |
| EASTHAM | 965 | 2 | 2.1 | 2 | 2.1 |
| EASTHAMPTON | 3,382 | 11 | 3.3 | 1 | 0.3 |
| EASTON | 5,451 | 7 | 1.3 | 3 | 0.6 |
| EDGARTOWN | 843 | 0 | 0.0 | 0 | 0.0 |
| EGREMONT | 246 | 0 | 0.0 | 0 | 0.0 |
| ERVING | 336 | 1 | 3.0 | 0 | 0.0 |
| ESSEX | 792 | 0 | 0.0 | 0 | 0.0 |
| EVERETT | 8,231 | 40 | 4.9 | 4 | 0.5 |
| FAIRHAVEN | 3,506 | 6 | 1.7 | 1 | 0.3 |
| FALL RIVER | 22,179 | 124 | 5.6 | 42 | 1.9 |
| FALMOUTH | 6,764 | 25 | 3.7 | 1 | 0.1 |
| FITCHBURG | 10,104 | 46 | 4.6 | 7 | 0.7 |
| FLORIDA | 170 | 0 | 0.0 | 0 | 0.0 |
| FOXBORO | 4,298 | 1 | 0.2 | 2 | 0.5 |
| FRAMINGHAM | 14,335 | 60 | 4.2 | 11 | 0.8 |
| FRANKLIN | 8,965 | 8 | 0.9 | 2 | 0.2 |
| FREETOWN | 2,085 | 1 | 0.0 | 0 | 0.0 |
| GARDNER | 4,929 | 60 | 12.2 | 6 | 1.2 |
| GEORGETOWN | 2,113 | 0 | 0.0 | 0 | 0.0 |
| GILL | 323 | 0 | 0.0 | 0 | 0.0 |
| GLOUCESTER | 6,659 | 13 | 2.0 | 4 | 0.6 |
| GOSHEN | 202 | 0 | 0.0 | 0 | 0.0 |
| GOSNOLD | 15 | 0 | 0.0 | 0 | 0.0 |
| GRAFTON | 3,836 | 4 | 1.0 | 1 | 0.3 |
| GRANBY | 1,564 | 7 | 4.5 | 2 | 1.3 |
| GRANVILLE | 420 | 0 | 0.0 | 0 | 0.0 |
| GREAT BARRINGTON | 1,699 | 5 | 2.9 | 0 | 0.0 |
| GREENFIELD | 3,974 | 15 | 3.8 | 4 | 1.0 |
| GROTON | 3,117 | 0 | 0.0 | 0 | 0.0 |
| GROVELAND | 1,787 | 1 | 0.6 | 0 | 0.0 |
| HADLEY | 959 | 0 | 0.0 | 0 | 0.0 |
| HALIFAX | 1,906 | 2 | 1.0 | 0 | 0.0 |
| HAMILTON | 2,280 | 0 | 0.0 | 0 | 0.0 |
| HAMPDEN | 1,361 | 0 | 0.0 | 0 | 0.0 |
| HANCOCK | 174 | 1 | 5.7 | 0 | 0.0 |
| HANOVER | 3,921 | 1 | 0.3 | 0 | 0.0 |
| HANSON | 2,682 | 2 | 0.7 | 0 | 0.0 |
| HARDWICK | 734 | 4 | 5.4 | 3 | 4.1 |
| HARVARD | 1,590 | 1 | 0.6 | 0 | 0.0 |
| HARWICH | 2,263 | 7 | 3.1 | 0 | 0.0 |
| HATFIELD | 674 | 0 | 0.0 | 0 | 0.0 |
| HAVERHILL | 15,152 | 123 | 8.1 | 24 | 1.6 |
| HAWLEY | 79 | 0 | 0.0 | 0 | 0.0 |
| HEATH | 231 | 0 | 0.0 | 0 | 0.0 |
| HINGHAM | 5,515 | 2 | 0.4 | 1 | 0.2 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|--------------|--------------------------------------|----------------------------------|---|--|---|
| HINSDALE | 480 | 0 | 0.0 | 0 | 0.0 |
| HOLBROOK | 2,480 | 4 | 1.6 | 0 | 0.0 |
| HOLDEN | 4,224 | 1 | 0.2 | 0 | 0.0 |
| HOLLAND | 671 | 2 | 3.0 | 0 | 0.0 |
| HOLLISTON | 4,141 | 3 | 0.7 | 1 | 0.2 |
| HOLYOKE | 11,740 | 104 | 8.9 | 23 | 2.0 |
| HOPEDALE | 1,547 | 0 | 0.0 | 0 | 0.0 |
| HOPKINTON | 4,417 | 8 | 1.8 | 2 | 0.5 |
| HUBBARDSTON | 1,215 | 3 | 2.5 | 1 | 0.8 |
| HUDSON | 4,347 | 12 | 2.8 | 1 | 0.2 |
| HULL | 2,438 | 3 | 1.2 | 1 | 0.4 |
| HUNTINGTON | 602 | 1 | 1.7 | 0 | 0.0 |
| IPSWICH | 2,985 | 12 | 4.0 | 0 | 0.0 |
| KINGSTON | 3,236 | 3 | 0.9 | 1 | 0.3 |
| LAKEVILLE | 2,695 | 0 | 0.0 | 0 | 0.0 |
| LANCASTER | 1,605 | 9 | 5.6 | 0 | 0.0 |
| LANESBORO | 716 | 1 | 1.4 | 0 | 0.0 |
| LAWRENCE | 23,019 | 234 | 10.2 | 44 | 1.9 |
| LEE | 1,323 | 1 | 0.8 | 0 | 0.0 |
| LEICESTER | 2,719 | 15 | 5.5 | 3 | 1.1 |
| LENOX | 1,058 | 0 | 0.0 | 0 | 0.0 |
| LEOMINSTER | 10,541 | 59 | 5.6 | 8 | 0.8 |
| LEVERETT | 388 | 1 | 2.6 | 0 | 0.0 |
| LEXINGTON | 8,003 | 5 | 0.6 | 0 | 0.0 |
| LEYDEN | 208 | 0 | 0.0 | 0 | 0.0 |
| LINCOLN | 2,474 | 0 | 0.0 | 0 | 0.0 |
| LITTLETON | 2,219 | 0 | 0.0 | 0 | 0.0 |
| LONGMEADOW | 4,189 | 0 | 0.0 | 0 | 0.0 |
| LOWELL | 28,341 | 185 | 6.5 | 27 | 1.0 |
| LUDLOW | 4,428 | 9 | 2.0 | 2 | 0.5 |
| LUNENBURG | 2,427 | 4 | 1.6 | 0 | 0.0 |
| LYNN | 24,051 | 146 | 6.1 | 28 | 1.2 |
| LYNNFIELD | 2,866 | 3 | 1.0 | 1 | 0.3 |
| MALDEN | 11,238 | 39 | 3.5 | 7 | 0.6 |
| MANCHESTER | 1,250 | 1 | 0.8 | 0 | 0.0 |
| MANSFIELD | 7,028 | 5 | 0.7 | 2 | 0.3 |
| MARBLEHEAD | 4,870 | 6 | 1.2 | 1 | 0.2 |
| MARION | 1,285 | 6 | 4.7 | 3 | 2.3 |
| MARLBOROUGH | 8,431 | 28 | 3.3 | 5 | 0.6 |
| MARSHFIELD | 6,664 | 5 | 0.8 | 1 | 0.2 |
| MASHPEE | 3,194 | 22 | 6.9 | 2 | 0.6 |
| MATTAPOISETT | 1,496 | 4 | 2.7 | 2 | 1.3 |
| MAYNARD | 2,442 | 13 | 5.3 | 1 | 0.4 |
| MEDFIELD | 4,122 | 0 | 0.0 | 0 | 0.0 |
| MEDFORD | 10,009 | 8 | 0.8 | 7 | 0.7 |
| MEDWAY | 3,965 | 7 | 1.8 | 0 | 0.0 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|------------------|--------------------------------------|----------------------------------|---|--|---|
| MELROSE | 5,969 | 8 | 1.3 | 1 | 0.2 |
| MENDON | 1,561 | 1 | 0.6 | 1 | 0.6 |
| MERRIMAC | 1,779 | 8 | 4.5 | 2 | 1.1 |
| METHUEN | 10,831 | 28 | 2.6 | 5 | 0.5 |
| MIDDLEBORO | 5,518 | 18 | 3.3 | 4 | 0.7 |
| MIDDLEFIELD | 125 | 0 | 0.0 | 0 | 0.0 |
| MIDDLETON | 1,779 | 0 | 0.0 | 0 | 0.0 |
| MILFORD | 6,647 | 36 | 5.4 | 4 | 0.6 |
| MILLBURY | 2,949 | 13 | 4.4 | 5 | 1.7 |
| MILLIS | 2,128 | 1 | 0.5 | 0 | 0.0 |
| MILLVILLE | 849 | 5 | 5.9 | 1 | 1.2 |
| MILTON | 6,721 | 5 | 0.7 | 5 | 0.7 |
| MONROE | 23 | 0 | 0.0 | 0 | 0.0 |
| MONSON | 2,108 | 4 | 1.9 | 1 | 0.5 |
| MONTAGUE | 1,949 | 17 | 0.0 | 5 | 2.6 |
| MONTEREY | 161 | 0 | 0.0 | 0 | 0.0 |
| MONTGOMERY | 150 | 0 | 0.0 | 0 | 0.0 |
| MOUNT WASHINGTON | 22 | 0 | 0.0 | 0 | 0.0 |
| NAHANT | 676 | 4 | 5.9 | 0 | 0.0 |
| NANTUCKET | 1,828 | 0 | 0.0 | 0 | 0.0 |
| NATICK | 7,401 | 10 | 1.4 | 4 | 0.5 |
| NEEDHAM | 7,576 | 0 | 0.0 | 1 | 0.1 |
| NEW ASHFORD | 62 | 0 | 0.0 | 0 | 0.0 |
| NEW BEDFORD | 23,327 | 171 | 7.3 | 34 | 1.5 |
| NEW BRAINTREE | 272 | 1 | 3.7 | 0 | 0.0 |
| NEW MARLBORO | 369 | 0 | 0.0 | 0 | 0.0 |
| NEW SALEM | 225 | 0 | 0.0 | 0 | 0.0 |
| NEWBURY | 1,820 | 3 | 1.6 | 0 | 0.0 |
| NEWBURYPORT | 3,551 | 5 | 1.4 | 0 | 0.0 |
| NEWTON | 17,811 | 5 | 0.3 | 2 | 0.1 |
| NORFOLK | 2,849 | 0 | 0.0 | 0 | 0.0 |
| NORTH ADAMS | 3,282 | 15 | 4.6 | 1 | 0.3 |
| NORTH ANDOVER | 6,926 | 4 | 0.6 | 0 | 0.0 |
| NORTH ATTLEBORO | 7,291 | 10 | 1.4 | 5 | 0.7 |
| NORTH BROOKFIELD | 1,276 | 3 | 2.4 | 0 | 0.0 |
| NORTH READING | 3,811 | 1 | 0.3 | 0 | 0.0 |
| NORTHAMPTON | 4,917 | 13 | 2.6 | 2 | 0.4 |
| NORTHBOROUGH | 4,132 | 2 | 0.5 | 0 | 0.0 |
| NORTHBRIDGE | 3,624 | 13 | 1.1 | 4 | 1.1 |
| NORTHFIELD | 776 | 3 | 3.9 | 0 | 0.0 |
| NORTON | 4,861 | 3 | 0.6 | 0 | 0.0 |
| NORWELL | 2,792 | 1 | 0.4 | 1 | 0.4 |
| NORWOOD | 5,935 | 10 | 1.7 | 4 | 0.7 |
| OAK BLUFFS | 838 | 0 | 0.0 | 0 | 0.0 |
| OAKHAM | 496 | 0 | 0.0 | 0 | 0.0 |
| ORANGE | 2,004 | 8 | 4.0 | 2 | 1.0 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|--------------|--------------------------------------|----------------------------------|---|--|---|
| ORLEANS | 873 | 0 | 0.0 | 0 | 0.0 |
| OTIS | 297 | 0 | 0.0 | 0 | 0.0 |
| OXFORD | 3,480 | 11 | 3.2 | 3 | 0.9 |
| PALMER | 3,148 | 5 | 1.6 | 0 | 0.0 |
| PAXTON | 1,048 | 3 | 2.9 | 1 | 1.0 |
| PEABODY | 10,716 | 12 | 1.1 | 3 | 0.3 |
| PELHAM | 326 | 0 | 0.0 | 0 | 0.0 |
| PEMBROKE | 4,846 | 0 | 0.0 | 0 | 0.0 |
| PEPPERELL | 3,414 | 2 | 0.6 | 0 | 0.0 |
| PERU | 228 | 1 | 4.4 | 0 | 0.0 |
| PETERSHAM | 264 | 0 | 0.0 | 0 | 0.0 |
| PHILLIPSTON | 474 | 2 | 4.2 | 1 | 2.1 |
| PITTSFIELD | 10,603 | 80 | 7.5 | 24 | 2.3 |
| PLAINFIELD | 146 | 0 | 0.0 | 0 | 0.0 |
| PLAINVILLE | 1,962 | 2 | 1.0 | 1 | 0.5 |
| PLYMOUTH | 13,343 | 26 | 1.9 | 6 | 0.4 |
| PLYMPTON | 753 | 1 | 1.3 | 0 | 0.0 |
| PRINCETON | 970 | 0 | 0.0 | 0 | 0.0 |
| PROVINCETOWN | 273 | 0 | 0.0 | 0 | 0.0 |
| QUINCY | 15,381 | 42 | 2.7 | 13 | 0.8 |
| RANDOLPH | 7,215 | 41 | 5.7 | 15 | 2.1 |
| RAYNHAM | 3,016 | 3 | 1.0 | 0 | 0.0 |
| READING | 6,232 | 3 | 0.5 | 0 | 0.0 |
| REHOBOTH | 2,670 | 4 | 1.5 | 0 | 0.0 |
| REVERE | 9,920 | 31 | 3.1 | 7 | 0.7 |
| RICHMOND | 345 | 0 | 0.0 | 0 | 0.0 |
| ROCHESTER | 1,228 | 0 | 0.0 | 0 | 0.0 |
| ROCKLAND | 4,674 | 5 | 1.1 | 1 | 0.2 |
| ROCKPORT | 1,654 | 0 | 0.0 | 0 | 0.0 |
| ROWE | 69 | 0 | 0.0 | 0 | 0.0 |
| ROWLEY | 1,539 | 2 | 1.3 | 0 | 0.0 |
| ROYALSTON | 365 | 0 | 0.0 | 0 | 0.0 |
| RUSSELL | 433 | 0 | 0.0 | 0 | 0.0 |
| RUTLAND | 1,954 | 4 | 2.0 | 0 | 0.0 |
| SALEM | 8,157 | 39 | 4.8 | 9 | 1.1 |
| SALISBURY | 1,847 | 14 | 7.6 | 2 | 1.1 |
| SANDISFIELD | 166 | 0 | 0.0 | 0 | 0.0 |
| SANDWICH | 5,713 | 17 | 3.0 | 3 | 0.5 |
| SAUGUS | 5,350 | 8 | 1.5 | 3 | 0.6 |
| SAVOY | 172 | 0 | 0.0 | 0 | 0.0 |
| SCITUATE | 4,660 | 0 | 0.0 | 0 | 0.0 |
| SEEKONK | 3,392 | 6 | 1.8 | 1 | 0.3 |
| SHARON | 5,256 | 2 | 0.4 | 2 | 0.4 |
| SHEFFIELD | 794 | 0 | 0.0 | 0 | 0.0 |
| SHELBURNE | 435 | 2 | 4.6 | 0 | 0.0 |
| SHERBORN | 1,339 | 0 | 0.0 | 0 | 0.0 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|--------------|--------------------------------------|----------------------------------|---|--|---|
| SHIRLEY | 1,382 | 1 | 0.7 | 0 | 0.0 |
| SHEWSBURY | 8,111 | 8 | 1.0 | 3 | 0.4 |
| SHUTESBURY | 517 | 0 | 0.0 | 0 | 0.0 |
| SOMERSET | 3,718 | 5 | 1.3 | 0 | 0.0 |
| SOMERVILLE | 11,495 | 18 | 1.6 | 6 | 0.5 |
| SOUTH HADLEY | 3,379 | 6 | 1.8 | 2 | 0.6 |
| SOUTHAMPTON | 1,375 | 1 | 0.7 | 0 | 0.0 |
| SOUTHBORO | 2,818 | 6 | 2.1 | 0 | 0.0 |
| SOUTHBRIDGE | 4,367 | 30 | 6.9 | 9 | 2.1 |
| SOUTHWICK | 2,345 | 0 | 0.0 | 0 | 0.0 |
| SPENCER | 2,872 | 16 | 5.6 | 3 | 1.0 |
| SPRINGFIELD | 44,027 | 448 | 10.2 | 101 | 2.3 |
| STERLING | 1,997 | 5 | 2.5 | 1 | 0.5 |
| STOCKBRIDGE | 347 | 0 | 0.0 | 0 | 0.0 |
| STONEHAM | 4,657 | 6 | 1.3 | 1 | 0.2 |
| STOUGHTON | 6,092 | 9 | 1.5 | 5 | 0.8 |
| STOW | 1,667 | 0 | 0.0 | 0 | 0.0 |
| STURBRIDGE | 1,996 | 6 | 3.0 | 1 | 0.5 |
| SUDBURY | 5,476 | 0 | 0.0 | 0 | 0.0 |
| SUNDERLAND | 686 | 0 | 0.0 | 0 | 0.0 |
| SUTTON | 2,429 | 0 | 0.0 | 0 | 0.0 |
| SWAMPSCOTT | 3,453 | 7 | 2.0 | 4 | 1.2 |
| SWANSEA | 3,530 | 8 | 2.3 | 1 | 0.3 |
| TAUNTON | 13,919 | 64 | 4.6 | 17 | 1.2 |
| TEMPLETON | 1,777 | 6 | 2.8 | 0 | 0.0 |
| TEWKSBURY | 7,213 | 3 | 0.4 | 0 | 0.0 |
| TISBURY | 807 | 2 | 2.5 | 0 | 0.0 |
| TOLLAND | 102 | 0 | 0.0 | 0 | 0.0 |
| TOPSFIELD | 1,734 | 0 | 0.0 | 0 | 0.0 |
| TOWNSEND | 2,799 | 1 | 0.4 | 0 | 0.0 |
| TRURO | 364 | 0 | 0.0 | 0 | 0.0 |
| TYNGSBORO | 3,360 | 4 | 1.2 | 0 | 0.0 |
| TYRINGHAM | 65 | 0 | 0.0 | 0 | 0.0 |
| UPTON | 1,641 | 2 | 1.2 | 0 | 0.0 |
| UXBRIDGE | 3,257 | 10 | 3.1 | 1 | 0.3 |
| WAKEFIELD | 5,607 | 2 | 0.4 | 1 | 0.2 |
| WALES | 435 | 2 | 4.6 | 0 | 0.0 |
| WALPOLE | 5,899 | 6 | 1.0 | 1 | 0.2 |
| WALTHAM | 9,173 | 23 | 2.5 | 5 | 0.5 |
| WARE | 2,400 | 9 | 3.8 | 0 | 0.0 |
| WAREHAM | 4,989 | 28 | 4.6 | 5 | 1.0 |
| WARREN | 1,282 | 0 | 0.0 | 0 | 0.0 |
| WARWICK | 185 | 0 | 0.0 | 0 | 0.0 |
| WASHINGTON | 144 | 0 | 0.0 | 0 | 0.0 |
| WATERTOWN | 4,659 | 7 | 1.5 | 1 | 0.2 |
| WAYLAND | 3,759 | 3 | 0.8 | 0 | 0.0 |

| City | Population Under 18-years-old (2000) | # of detention admissions (2006) | # of detention admissions per 1,000 youth under age 18 (2006) | # new DYS commitments and commitments (2006) | # new DYS commitments and commitments per 1,000 youth under age 18 (2006) |
|------------------|--------------------------------------|----------------------------------|---|--|---|
| WEBSTER | 3,816 | 28 | 7.3 | 4 | 1.0 |
| WELLESLEY | 6,675 | 4 | 0.6 | 0 | 0.0 |
| WELLFLEET | 490 | 2 | 4.1 | 1 | 2.0 |
| WENDELL | 253 | 1 | 4.0 | 1 | 4.0 |
| WENHAM | 976 | 0 | 0.0 | 0 | 0.0 |
| WEST BOYLSTON | 1,598 | 5 | 3.1 | 1 | 0.6 |
| WEST BRIDGEWATER | 1,509 | 0 | 0.0 | 0 | 0.0 |
| WEST BROOKFIELD | 872 | 1 | 1.1 | 0 | 0.0 |
| WEST NEWBURY | 1,246 | 2 | 1.6 | 0 | 0.0 |
| WEST SPRINGFIELD | 6,539 | 28 | 4.3 | 3 | 0.5 |
| WEST STOCKBRIDGE | 309 | 0 | 0.0 | 0 | 0.0 |
| WEST TISBURY | 633 | 0 | 0.0 | 0 | 0.0 |
| WESTBORO | 5,112 | 1 | 0.2 | 0 | 0.0 |
| WESTFIELD | 9,538 | 21 | 2.2 | 5 | 0.5 |
| WESTFORD | 6,601 | 2 | 0.3 | 0 | 0.0 |
| WESTHAMPTON | 373 | 0 | 0.0 | 0 | 0.0 |
| WESTMINSTER | 1,850 | 1 | 0.5 | 1 | 0.5 |
| WESTON | 3,215 | 0 | 0.0 | 0 | 0.0 |
| WESTPORT | 3,070 | 6 | 2.0 | 2 | 0.7 |
| WESTWOOD | 3,927 | 1 | 0.3 | 0 | 0.0 |
| WEYMOUTH | 11,856 | 29 | 2.4 | 5 | 1.3 |
| WHATELY | 343 | 1 | 2.9 | 1 | 2.9 |
| WHITMAN | 3,713 | 2 | 0.5 | 1 | 0.3 |
| WILBRAHAM | 3,619 | 8 | 2.2 | 2 | 0.6 |
| WILLIAMSBURG | 518 | 4 | 7.7 | 2 | 3.9 |
| WILLIAMSTOWN | 1,293 | 1 | 0.8 | 0 | 0.0 |
| WILMINGTON | 5,900 | 0 | 0.0 | 0 | 0.0 |
| WINCHENDON | 2,907 | 8 | 2.8 | 1 | 0.3 |
| WINCHESTER | 5,342 | 1 | 0.2 | 0 | 0.0 |
| WINDSOR | 233 | 0 | 0.0 | 0 | 0.0 |
| WINTHROP | 3,413 | 5 | 1.5 | 0 | 0.0 |
| WOBURN | 7,862 | 4 | 0.5 | 1 | 0.1 |
| WORCESTER | 40,727 | 441 | 10.8 | 83 | 2.0 |
| WORTHINGTON | 311 | 0 | 0.0 | 0 | 0.0 |
| WRENTHAM | 2,935 | 0 | 0.0 | 0 | 0.0 |
| YARMOUTH | 4,270 | 41 | 9.6 | 7 | 1.6 |
| STATEWIDE | 1,500,064 | 5,438 | 3.6 | 1,113 | 0.74 |

Sources: Massachusetts Institute for Social and Economic Research. (March 2001). Population 18 Years and Over and Percent Under 18 Years (on April 1, 2000); Massachusetts Cities, Towns, Counties and Congressional Districts; Massachusetts Department of Youth Services (June 2007). [DYS commits 2006.] Unpublished raw data; Massachusetts Department of Youth Services (June 2007). [DYS detentions 2006.] Unpublished raw data. Table compiled by the MA Executive Office of Public Safety and Security, 2008.

References

- Administrative Office of the Trial Court. (Fiscal Year 2005). *Juvenile Court Department – Fiscal Year 2005 Statistics*, Retrieved January 2007, from <http://www.mass.gov/courts/courtsandjudges/courts/juvenilecourt/2005stats.pdf>.
- Administrative Office of the Trial Court. (Fiscal Year 2005). *District Court Department Juvenile Filings Fiscal Year 2005 by Court*, Retrieved January 2007, from <http://www.mass.gov/courts/courtsandjudges/courts/districtcourt/stats2005juv.pdf>
- Arthur, L. (2001). Ten Ways to Reduce Detention Populations. *Juvenile and Family Court Journal* 52(1):29-36.
- Austin, J., Johnson, K. & Weitzer. R. (2005) *Alternatives to Secure Detention and Confinement of Juvenile Offenders*. Juvenile Justice Bulletin. U. S. Department of Justice Office of Juvenile Justice and Delinquency Prevention.
- Boston Police Department. (2004). [Boston Overnight Lockup/Juvenile Detention Unit data]. Unpublished raw data.
- Coalition for Juvenile Justice. (2001). *Abandoned in the Back Row: New Lessons in Education and Delinquency Prevention, 2001 Annual Report*. Washington D.C.: Coalition for Juvenile Justice.
- Cocozza, J. and Skowrya, K. (April 2000). Youth with Mental Health Disorders: Issues and Emerging Responses. *Juvenile Justice*, Volume 7(1): 3-13.
- Dickinson, T. & Crowe, A. (1997, December). "Capacity Building for Juvenile Substance Abuse Treatment," *OJJDP Juvenile Justice Bulletin*. Retrieved April 12, 2004, from <http://www.ncjrs.org/pdffiles1/167251.pdf>.
- Holman, B. & Ziedenberg J. (2006). *The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities*. A Justice Policy Institute Report.
- Howell, J., ed. (May 1995). *Risk and Protective Factors for Serious, Violent, and Chronic Juvenile Offenders in the Community: U.S. Department of Justice Model*, Office of Juvenile Justice and Delinquency Prevention.
- Hsia, Heidi. (September 2004). OJJDP Formula Grants Program Overview. *OJJDP Fact Sheet*. U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, #02. <http://www.ncjrs.gov/pdffiles1/ojjdp/fs200402.pdf>.
- Juvenile Justice and Delinquency Prevention Act of 2002, <http://ojjdp.ncjrs.org/about/ojjdpact2002.html>.
- Massachusetts Department of Education. (January 2007). 2005 Massachusetts Youth Risk Behavior Survey. Malden, MA: Massachusetts Department of Education.

Massachusetts Department of Education. (March 2008). *Dropout Rates in Massachusetts Public Schools: 2006-07*. Retrieved June 30, 2008 from <http://www.doe.mass.edu/infoservices/reports/dropout/0607/summary.pdf>.

Massachusetts Department of Education. (May 2008). *SSDR Files*. Retrieved July 1, 2008 from <http://www.doe.mass.edu/infoservices/research/?yr=2007§ion=ssdr>.

Massachusetts Department of Public Health, MassCHIP, Massachusetts Community Health Information Profiles, 2004.

Massachusetts Department of Youth Services. (2008). Annual Population Analysis - Committed Caseload, Retrieved January 2008, http://www.mass.gov/?pageID=eohhs2terminal&L=4&L0=Home&L1=Researcher&L2=Specific+Populations&L3=Juvenile+Offenders&sid=Eeohhs2&b=terminalcontent&f=dys_r_juv_annual_commit&csid=Eeohhs2.

Massachusetts Department of Youth Services. (2008). Annual Population Analysis - New Commitments. Retrieved January 2008, http://www.mass.gov/?pageID=eohhs2terminal&L=4&L0=Home&L1=Researcher&L2=Specific+Populations&L3=Juvenile+Offenders&sid=Eeohhs2&b=terminalcontent&f=dys_r_juv_annual_new_commit&csid=Eeohhs2.

Massachusetts Department of Youth Services. (2008). Annual Population Analysis - Detention Admissions. Retrieved January 2008, http://www.mass.gov/?pageID=eohhs2terminal&L=4&L0=Home&L1=Researcher&L2=Specific+Populations&L3=Juvenile+Offenders&sid=Eeohhs2&b=terminalcontent&f=dys_r_juv_annual_detention&csid=Eeohhs2.

Massachusetts Department of Youth Services. (June 2007). [DYS commits 2006.] Unpublished raw data.

Massachusetts Department of Youth Services. (June 2007). [DYS detentions 2006.] Unpublished raw data.

Massachusetts Executive Office of Public Safety and Security. (2008). [Alternative Lockup Program data, 1999-2005]. Unpublished raw data.

Massachusetts State Police. (2002). Crime Reporting Unit – What is NIBRS? Retrieved November 24, 2004, from <http://www.mass.gov/msp/cru/NIBRSBac.htm>.

Mendel, R. (2001). *Less Cost More Safety: Guiding Lights for Reform in Juvenile Justice*. Washington, DC: American Youth Policy Forum.

National Center for Children in Poverty. (2008). Income Status of Children Under Age 18, by Race. Data from 2005, 2006 and 2007 Current Population Survey. Retrieved July 10, 2008, from <http://www.nccp.org/tools/demographics/>.

National Research Council and Institute of Medicine. (2001). *Juvenile Crime, Juvenile Justice*. Panel on Juvenile Crime: Prevention, Treatment, and Control. Joan McCord, Cathy Spatz Widom, and Nancy A. Crowell, eds. Committee on Law and Justice and Board on Children, Youth, and Families. Washington, DC: National Academy Press.

Office of the Commissioner of Probation. (2007). 2006 Juvenile Court Juvenile Risk/Need Reports.

Office of Juvenile Justice and Delinquency Prevention. Juvenile Accountability Block Grant Program.
<http://ojjdp.ncjrs.org/jabg/>.

Office of Juvenile Justice and Delinquency Prevention. (n.d.). *OJJDP Model Programs Guide (MPG) Version 2.5*. Created and developed by Development Services Group under Cooperative Agreement #2004-JF-FX-K101.

Puzzanchera, C., Finnegan, T. and Kang, W. (2006). "Easy Access to Juvenile Populations."
http://ojjdp.ncjrs.org/ojstatbb/ezapop/asp/profile_selection.asp.

Rust, Bill. (1999). "Juvenile Jailhouse Rocked: Reforming Detention in Chicago, Portland, and Sacramento." *ADVOCACY*. Baltimore, MD: Annie E. Casey Foundation.

Shader, M. (2003). Risk Factors for Delinquency: An Overview. Retrieved from the National Criminal Justice Reference Services Web site August 20, 2004, from
<http://www.ncjrs.org/pdffiles1/ojjdp/frd030127.pdf>.

Tansi, R. (October 10, 2006). *Massachusetts Department of Youth Services 2006 Juvenile Recidivism Report*. Boston, MA: Massachusetts Department of Youth Services.

United States Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. (2006). *Formula Grants Program: Fiscal Years 2006-2008 Comprehensive 3-Year Plan Application Kit*, p. 10.

United States Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. (August 2006). *Disproportionate Minority Contact Technical Assistance Manual, Third Edition*. Washington, DC: United States Department of Justice.

Wasserman, G., Keenan, K., Tremblay, R., Coie, J., Herrenkohl, T., Loeber, R., and Petechuk, D. (April 2003). Risk and Protective Factors of Child Delinquency. *Child Delinquency Bulletin Series*. Retrieved April 15, 2004, from <http://www.ncjrs.org/html/ojjdp/193409/contents.html/>

Wasserman, G., Ko, S. and McReynolds, L. (August 2004). Assessing the Mental Health Status of Youth in Juvenile Justice Settings. *OJJDP Juvenile Justice Bulletin*. Washington, DC: U.S. Department of Justice Programs, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.